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ABSTRACT

This document is a report on a 12-day symposium on work for the disabled--vocational rehabilitation and employment creation--which was held in Poland and Sweden in 1979. The symposium was organized jointly by the government of Poland and Sweden in close cooperation with the International Labour Office (ILO), Geneva. The report is divided into five chapters as follows: Chapters 1-3 introduce the symposium, describe its organization, and give details of the symposium programs. Chapter 4 includes the assessment, conclusions, and recommendations of the symposium; while Chapter 5, the main body of the document, includes the papers presented at the symposium. The 21 papers contained in the last chapter are divided into papers concerned with the rehabilitation system in Poland, the system in Sweden, and international programs for the handicapped. Papers presented on Poland cover such topics as the systems of employment and vocational adjustment of the disabled; government role; Polish Invalids' Cooperatives; and work for the disabled in the USSR. Those in Sweden focus on how to provide work for the disabled during a recession; the disabled in the labor market; the Swedish system of combined vocational evaluation and work training centers; training of rehabilitation personnel; in-plant vocational rehabilitation in Norway; and the work of adjustment. International focus cover ILO programs in vocational rehabilitation of the disabled; ILO approaches in cooperative development; the International Year for Disabled Persons; UNESCO's programs of special education for the handicapped; and the work of the Council of World Organizations Interested in the Handicapped. (MC)

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ILO

European Symposium on

WORK FOR THE DISABLED

VOCATIONAL REHABILITATION AND EMPLOYMENT CREATION

CE 029 191

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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FOREWORD

This is the report of the "European Symposium on Work for the Disabled - Vocational Rehabilitation and Employment Creation" which was held in Poland and Sweden from 31 May to 1 June 1979. The Symposium was organised jointly by the Governments of Poland and Sweden in close cooperation with the International Labour Office, Geneva.

The report is divided into five chapters as follows:

Chapter I includes an introductory note.

Chapter II describes the organisation of the Symposium.

Chapter III gives details of the Symposium programme.

Chapter IV includes the assessment, conclusions and recommendations of the Symposium.

Chapter V includes the papers presented at the Symposium.

It is hoped that this report will be of help and interest not only to the Governments of participating countries and organisations but also to all other countries and organisations which are intent on extending and creating new job opportunities for their disabled people.

The report has been edited by Mr. B. Cooper of the International Labour Office to whom the organising Governments express their gratitude.

Stockholm and Warsaw in June 1979

Chapter I

INTRODUCTION

The need for closer cooperation on social questions between countries with different socio-economic systems has long been stressed by the International Labour Organisation. The proposal of the Polish and Swedish Governments for a European Symposium on vocational rehabilitation for the disabled which would provide for an inter-country exchange of experience and information on problems encountered and envisaged in this important social field, was therefore welcomed and fully supported by the ILO.

The timing of the Symposium was most opportune, as it was held when employment prospects for disabled persons in the market economy countries of Europe were at a low ebb and when the majority of these countries were looking for ways and means of creating new job outlets for their disabled people other than through quota and designated employment schemes. Even in those European countries which have not been affected by economic difficulties, the problem of disablement is of great concern with much thought being given to the creation of employment opportunities for the severely disabled and also for disabled persons living in isolated rural areas.

Although different countries have differing views on what constitutes disablement, the World Health Organisation and ILO estimate that 10 % of any population suffers physical, sensorial or mental impairment, requiring special assistance if their maximum participation in their communities is to be realised. In addition, care and rehabilitation of the disabled calls for the support of family members and the community in general. In fact, a recent United Nations Expert Group meeting on the Economic and Social Implications

of Investments in Rehabilitation Services concluded that at least 25 % of any community is thus directly affected by the existence of disability.

Nor is the disablement problem diminishing as improved health measures help to prolong the life-span of the severely disabled who only two decades ago would not have survived early childhood. Industrialisation, increased density of traffic on the roads, pollution of the environment - all contribute to an increasing level of disablement in the community. Moreover, the increasing tempo and pressures of work and daily living have resulted in growing numbers of mentally ill persons who now occupy one third of the available places in most European rehabilitation centres.

Recent declarations, resolutions and recommendations of international, governmental and non-governmental organisations serve to emphasize the gravity of the growing disablement problem and stress the need for creating and guaranteeing employment for disadvantaged members of society. The United Nations General Assembly Resolution of 9 December 1975 on the Declaration of Rights of Disabled Persons stresses inter alia, that the disabled "should have the right to economic and social security and .... to secure and retain employment or to engage in useful work". The International Labour Conference Resolution of 1975 concerning Vocational Rehabilitation and Social Re-integration of Disabled or Handicapped Persons, re-emphasized these rights and "called on all public authorities, employers' and workers' organisations to promote maximum opportunities for disabled persons to perform, secure and retain suitable employment".

With the above considerations in view, and at a time when some European countries are formulating new social legislation in favour of disadvantaged persons including

the disabled; also when planning of programme is underway to mark the occasion of the United Nations Year for Disabled Persons (1981) the ILO considered that the opportunity afforded to participants of the Symposium of seeing and studying two sharply contrasting but equally effective vocational rehabilitation and employment programmes for the disabled in Poland and in Sweden, would be invaluable.

Polish-Swedish-ILO-cooperation in the field of vocational rehabilitation has been very close during the past two decades and has included joint Polish/Swedish seminars in 1975 and 1976 as well as the provision by both countries of individual and group training courses (through sponsored fellwoships) for rehabilitation workers from developing countries.

In Poland, some 200,000 physically and mentally disabled persons are being rehabilitated, trained and employed in industrial cooperatives of the Invalids' Cooperative Union within the framework of the national economic plan. The cooperatives produce a wide range of consumer goods for the home market as well as for export and their profitability enables them to promote sheltered workshop enclaves and homework activities as well as supportive social and welfare programmes.

Sweden too has developed its vocational rehabilitation programmes within the context of national labour market policy with special emphasis given to eliminating problems at the workplace itself, thus facilitating the employment of the disabled or avoiding their dismissal. The creation of job opportunities through vocational rehabilitation and other labour market policy measures is also accorded priority in Sweden.

These unique and positive Polish/Swedish experiences, it was felt, might well have meaningful application to other European countries seeking new avenues of resettlement for their disabled people; they were therefore incorporated into a Symposium programme which had the following main aims and objectives:

to enable participants to

- exchange experiences and information on vocational rehabilitation programmes for the disabled in their respective countries;

- discuss the problems encountered or envisaged in developing employment opportunities for disabled persons in the countries represented;

- study the organisation, administration and operation of vocational rehabilitation and employment services for the physically and mentally disabled in Sweden and similar services - particularly the system of invalids' cooperatives - in Poland;

- obtain new ideas and examine fresh approaches, methods and techniques for vocational rehabilitation and employment of the disabled and consider how best they can be applied to their own countries.

Chapter II

ORGANISATION OF THE SYMPOSIUM

(i) General Planning

The Polish part of the programme was planned and organised by the Ministry of Labour, Wages and Social Affairs in co-operation with the Ministry of Health and Social Welfare and the Invalids' Cooperative Union. Arrangements for the Swedish part of the programme were the responsibility of the Ministry of Labour in cooperation with the National Labour Market Board and the County Council of Stockholm. Over-all planning was undertaken in consultation with the ILO through several joint meetings.

(ii) Organisational Committee

An organisational committee was formed and consisted of the following specialists:

Mr. Andrzej Wasbuk	-	Co-Director of the Symposium and Director of the Working Environment Department, Ministry of Labour, Wages and Social Affairs, Poland
Mr. Jakub Switlak	-	Vice-President for Rehabilitation, Invalids' Cooperative Union, Poland
Mr. Lars Ettarp	-	Co-Director of the Symposium and Director of the Working Environment Department, Ministry of Labour, Sweden
Mr. Sevod Erikson	-	Head of Division, National Labour Market Board, Sweden

Mr. Norman Cooper - Co-Director of the Symposium and Chief of the Vocational Rehabilitation Section, Training Department, International Labour Office, Geneva

Together with Mr. Tunata Koradecka, Scientific Secretary of the Central Research Institute for Work Safety, Ministry of Labour, Wages and Social Affairs, Poland, Mr. Ettory and Mr. Cooper chaired the plenary sessions of the Symposium.

All European governments and leading European inter-governmental and non-governmental organisations were invited by the ILO to nominate participants for the Symposium which was conducted (through simultaneous translation) in English, French and Russian, with Polish and Swedish interpretation available in Poland and Sweden respectively.

In Poland, participants and staff were accommodated in the Silesia Hotel. Executive and plenary sessions of the Symposium were held in the Conference Hall of the Technological Progress Centre, Katowice.

In Sweden, the State Course Centre of Sjudarhöjden provided accommodation and plenary sessions were held in the Kommunhotelan in the town of Sigtuna.

(iii) Participants

Twenty-three countries and organisations were represented at the Symposium by the following specialists who had experience in the organisation and administration of vocational rehabilitation programmes at the national level, or in managing specialised rehabilitation centres, institutions, cooperatives of or for the disabled or in conducting scientific research into employment and

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Chapter III

THE SYMPOSIUM PROGRAMME

(i) Symposium Arrangements

In Poland, the Symposium was officially opened on 21 May 1979 by Ms. Maria Milczarek, the Minister of Labour, Wages and Social Affairs of the Polish People's Republic. A copy of her welcoming speech to delegates together with that of the representative of the Swedish Government are reproduced in Chapter V. Representatives of the Katowice Voivodeship Authority, the Polish Society for Preventing and Combatting Disability, the Vocational Commission of Rehabilitation International and the ILO also addressed the Symposium.

For the purpose of group discussions and visiting invalids' cooperatives, rehabilitation centres, sheltered workshops and industrial undertakings employing the disabled the Symposium was divided into four linguistic groups - two English, one English/Russian and one French/Russian. The same groupings were maintained during the Swedish part of the programme, each group having its own chairman and rapporteur as follows:

	Chairman	Rapporteur
Group 1 English speaking	Mr. H. Håkansson (Sweden)	Mr. F. Cahill (Ireland)
Group 2 English speaking	Mr. L. Kempinski (Poland)	Mr. Protopapas (Cyprus)
Group 3 French/Russian speaking	Mr. L. Gierglelewicz-Rosajski (Poland)	Mr. F. Senova (Turkey)
Group 4 English/Russian speaking	Mr. A. Eggert (Sweden)	Mr. J. Rajabotchkin (USSR)

The conclusions and recommendations of each group were presented in plenary session on 25 May 1979 (in Poland) and on 1 June 1979 (in Sweden). These conclusions and recommendations are included in Chapter IV of this report.

(ii) The detailed programme of the Symposium

Programme in Poland - 21 to 27 May 1979

Date	Time	Activities
Monday 21 May 1979	1400-1500	Official opening of the Symposium by Ms. Maria Milczarek, Minister of Labour, Wages and Social Affairs of the Polish People's Republic Address of Mr. Lars Ettarp, the Swedish Co-Director of the Symposium Address of Mr. C. von Stedingk, ILO Regional Office for Europe
	1500-1530	Introductory Technical Session
	1530-1600	Paper: ILO Programmes in the Field of Vocational Rehabilitation of the Disabled (N.E. Cooper)
	1600-1630	Paper: The Polish System of Employment and Vocational Adjustment of the Disabled (A. Musbek)
	1630-1700	General Discussion
	1900	Reception given by the Chairman of the Katowice Voivodeship National Council and Katowice Voivode.
Tuesday 22 May 1979	0900-1200	Visit to the Miners' Rehabilitation Centre in Repty Slaskie
	1200-1230	Paper: The Role of the Ministry of Health and Social Welfare in the Field of Vocational Rehabilitation (L. Kempinski)
	1230-1330	General Discussion
	1500-1800	Visit to Tarnowskie Gory mine
Wednesday 23 May 1979	0800-1300	Visits to Invalids' Cooperatives in 4 groups General discussion and exchange of experiences
	1500-1530	Paper: Role, Organisation and Activities of the Polish Invalids' Cooperatives (W. Fleszko)

Date	Time	Activities
	1530-1600	Paper: Basic Rehabilitation, Sheltered Employment and Research in the Polish Invalids' Cooperatives (J. Kwiatek)
	1615-1645	Paper: Vocational and Social Rehabilitation Services for Disabled Persons Employed within the Context of Socio-Economic Activities of Invalids' Cooperatives (Mr. B. Trampczynski)
	1645-1715	General Discussion
	2030-2115	Musical Recital
Thursday 24 May 1979	0800-1100	Visit to Invalids' Cooperatives in 4 groups
		General discussion and exchange of information
	1200-1300	Visit to Workers' Sanatorium
	1500-1700	Visit to Auschwitz Museum
	1800-2000	Visit to Workers' Recreation Centre, Kwoznik
Friday 25 May 1979	0830-1200	Visits to two large steel works and a coal-mine which organise vocational rehabilitation services for their disabled workers
	1400-1430	Paper: ILO Programmes in the Field of Cooperatives (C. Moore)
	1430-1445	Paper: Work for the Disabled in the USSR (S. Olechnovitch)
	1500-1615	Final Statement and presentation of Group Reports
	1615-1630	Formal closure of the first part of the Symposium by H.E. Bialczynski Under Secretary of State, Ministry of Labour, Wages and Social Affairs of the Polish People's Republic
Saturday 26 May 1979	0800-1600	Sightseeing in Cracow and district
Sunday 27 May 1979	1040	Departure for Stockholm

Programme in Sweden - 27 May to 1 June 1972

Date	Time	Activities
Sunday 27 May 1972	11.40	Arrival in Sweden
	1230-1600	Sightseeing in Uppsala and Sigtuna area
	1800	Reception given by the Swedish Government
Monday 28 May 1972	0900-0915	Opening of the Swedish part of the programme and Technical Session
	0915-0945	Recapitulation of the Polish part of the Programme (E.E. Cooper)
	0945-1015	Report: United Nations International Year for Disabled Persons (1981) (E. Kosunen)
	1015-1030	Report: The Council of World Organisations Interested in the Handicapped (A. Arnér)
	1030-1115	Paper: How to Provide Work to the Disabled during a Recession (I. Eliasson)
	1115-1200	Paper: The Disabled on the Labour Market (Women) (K. Westergård)
	1200-1215	General Discussion
	1315-1400	Paper: Rehabilitation in Relation to Labour Market Policy (B. Rehnberg)
	1400-1500	Paper: The Swedish System of Combined Vocational Evaluation and Work Training Centres (B. Björkman)
	1530-1700	Group and General Discussions
Tuesday 29 May 1972	0830-1200	Group visits to Vocational Evaluation and Work Training Centres at Eisberg, Johannelund and Sätra.
	1400-1700	Sightseeing in Stockholm
	1900	Film of Sigtuna
Wednesday 30 May 1972	0900-1000	General Discussion on Vocational Evaluation and Work Training
	1000-1100	Paper: Training of Rehabilitation Personnel (G. Elmfeldt)
	1100-1200	Group and General Discussions

Date	Time	Activities
	1300-1600	Paper: In-Plant Vocational Rehabilitation in Norway (E. Danielsen)
	1430-1530	Paper: The Work of Adjustment Groups (E. Björseng)
	1530-1600	Paper: [illegible]'s Programme for Education of the Handicapped Child (E.I. Sundberg)
	1600-1615	Paper: Introduction to Adjustment and Training Courses (in preparation for following day's visits) (T. Ekvelind)
	1615-1700	Group and General Discussions
Thursday 31 May 1979	0830-1200	Group Visits to Adjustment Courses in Uppsala and Adjustment Groups at SAA Communications AB and Hans Osterman Bilbolagen AB
	1200-1330	Reception given by the City of Stockholm at the Stockholm City Hall
	1400-1600	Group Visits to Adjustment Courses in Uppsala and Adjustment Groups at Postgirot and Demografiska Databas
	2000	Farewell dinner
Friday 1 June 1979	0900-1200	General debate including presentation of Group Reports, recapitulation of the Swedish part of the programme and adoption of final conclusions and recommendations
	1200-1215	Formal Closure of the Symposium

Chapter IV

THE ASSESSMENT, CONCLUSIONS AND RECOMMENDATIONS OF THE SYMPOSIUM.

(i) Assessment of the Polish Part of the Symposium

The programme in Poland was planned to give participants an insight into the Polish programme of vocational rehabilitation and employment of the disabled with particular emphasis on the system of invalids' cooperatives. All participants agreed that the programme of visits, lectures and discussions proved to be quite stimulating and in many ways it was evident that the Polish rehabilitation system is quite unique. Unlike most other European countries where vocational rehabilitation is usually handled by Ministries or Departments of Employment or Labour, it was found that the main responsibility for vocational rehabilitation services in Poland rests with the Ministry of Health and Social Welfare through its Department of Medical Care and Rehabilitation - an administrative arrangement which seems to have facilitated the close coordination of medical rehabilitation with vocational and social rehabilitation activities in special centres, large industrial undertakings and invalids' cooperatives.

It was learned too that, at the local level, vocational rehabilitation services are provided through Voivodship (county or regional) Clinics for Vocational Rehabilitation, Vocational Rehabilitation Centres and Rehabilitation Sections established within the Ministry of Health's 600 integrated health centres. The latter type of centre counsels some 50,000 cases per year in the vocational sector alone, referring some 70 % of the employable cases to invalids' cooperatives and 30 % to normal working establishments.

Another interesting feature of the Polish programme is the arrangement made for those who have become disabled in the course of their work through sickness or accident. In this connection, national policy decrees that every effort should be made by employers to re-employ such cases on their former or alternative suitable job. In fact, enterprises with more than 3,000 employees are obliged to organise their own rehabilitation services and to designate specific work posts for the rehabilitation and retraining of their disabled workers. Firms with less than 3,000 workers often jointly maintain a group medical and vocational rehabilitation programme.

Vocational training (in special or general centres), as well as direct placement of the disabled in industry and commerce, can also be arranged via the integrated health centres.

Classification of disabled persons in Poland is undertaken by Medical Commissions for Invalidism and Employment, operating under the aegis of the Social Insurance Board. Depending on the degree of disability, the disabled are classified by the Commissions (on which rehabilitation officers from the integrated health centres are represented) into one of three groups:

Group I — Those severely disabled who require constant care. A pension is awarded to persons in this group but they may be able to work in a cooperative home-workers' scheme.

Group II — Those suitable for sheltered employment, i.e. in invalids' cooperatives.

Group III — Those suitable for open employment.

The large, very-well equipped combined medical and vocational rehabilitation centre at Repty which was visited had a total capacity of 1,000 patients/trainees with a total staff of 2,000. Main interest centred on the vocational training workshops which provided courses varying from one to three years in such trades as welding, armature winding, photography, orthopaedic shoe-making, etc. Several delegates pointed out that there was now a trend towards establishing smaller rehabilitation facilities, but it was recognised that in the highly industrialised coal and steel producing area of Silesia, a large facility such as the one at Repty was required.

Participants learned that the Polish Invalids' Cooperative Movement has been operating for some 30 years within the over-all state system of social security and the national economic plan. Undoubtedly the movement has a central role in providing rehabilitation and socio-vocational services for disabled people in Poland. Through some 470 industrial cooperatives and associated homeworker and service-work schemes, the movement currently employs some 300,000 workers, including 200,000 physically and mentally handicapped persons - slightly more than one-third of all disabled persons gainfully employed in Poland today. Included in this total are 50,000 homeworkers and a similar number in the cooperatives' sheltered employment workshops.

The numbers employed in invalids' cooperatives are increasing year by year. In the Katowice region alone, where the Symposium was based and where some 30,000 disabled persons are employed in 59 cooperatives, it was learned that eight new industrial cooperatives will be established in the coming year.

The Invalids' Cooperative Movement's main aim is to shape the processes of social and vocational rehabilitation of its disabled members through remunerative work in a common establishment, organised on the principle of cooperative self-government, and its main objectives as outlined by one of the Polish lecturers are threefold, i.e.:

- to maintain and increase the physical and social well-being of the disabled;
- to create conditions whereby the disabled can be employed on remunerative work, and
- to meet the social needs of the disabled and improve their material and cultural standard of living.

All the invalids' cooperatives provide rehabilitation services for their disabled members within the context of productive work. The comprehensive activities of a cooperative embrace individual counselling and work conditioning (referred to as "basic rehabilitation"), on-the-job training (or, if necessary, in vocational training centres outside the cooperative), adaptation of tools, machinery and workplaces; constant medical care; social support (holidays, sports, assistance with housing and transport, special aids, etc.) and - most important of all - employment, including sheltered employment, in line with the individual disabled persons's capacities.

Industrial activities in the cooperatives embrace many fields including electrical engineering, chemicals, garment making, printing, etc. The range of products is extremely varied, ranging from leather goods, brushes, confectionery, clothing, car lamps and plastic ware to paper clips and drawing pins. Much of the work

undertaken is on a sub-contract basis for state enterprises.

State support for the cooperatives is both generous and extensive and includes tax reductions, or even tax exemption in the case of those cooperatives recognised as sheltered workshops and special cooperatives for the blind. Exclusive or priority production rights are also granted by the State for some 90 products and services.

With this generous state assistance and through their own efforts, the Invalids' Cooperative Movement is financially self-supporting. The economic activities of the cooperatives are profitable and the total profits realised allow for further development, including the creation of new cooperative workshops as well as social, medical and vocational rehabilitation services.

The week's programme in Poland, apart from the over-all background information provided through lecture papers, included visits to invalids' cooperatives in the Katowice region - each of the four groups of participants visiting three cooperatives as well as a large combined medical/vocational rehabilitation centre and three large industrial undertakings (two steel works and a coal mine) which had developed their own medical/ vocational services.

The cooperatives visited had a labour force varying from 5-600 persons. They were non-residential and several of them had attained sheltered workshop status (thus enabling them to qualify for total tax exemption). They were producing such varied items as accessories for motor vehicles, clothing and bedding, electric bulbs, Christmas tree illuminations, plastic toys, industrial and domestic brushes.

All participants were greatly impressed by the busy industrial atmosphere in all the cooperatives visited. The plant layout and the careful grading and selection of jobs to suit the varying capacities of individual workers were also impressive. For example, in the brush-making cooperative, the more active were employed on the automatic brush-making machines, whilst a large group of mentally retarded were undertaking simple assembly operations in the hand-made brush section. Without exception, it was found that the cooperatives had well-equipped medical rehabilitation and (in some cases) dental clinics as well as a small gymnasium and exercise room. At all the workshops, the disabled were productively employed on jobs which appeared to be well within their physical and mental capacities, and this undoubtedly reflected the careful preparatory work of the cooperative staff in rehabilitating their workers and selecting the most appropriate type of work for them. It was also evident at some of the cooperatives visited that the technical staff had ingeniously adapted machinery, tools and workplaces to accommodate the more severely disabled.

The workforce of the cooperatives visited included some 20 to 25 % able-bodied workers and, as one delegate observed, the able-bodied seem to have been successfully integrated with the disabled. As cooperative members with the right to participate in the organisation and management of their own workshops, they all seemed to be satisfactorily resettled in every sense of the word. One cooperative manager said that absenteeism in his workshop was 20 % less than that in normal undertakings; he felt that the main reason for this was the comprehensive social and medical care, allied to congenial, well-paid work provided by the cooperative. A further indication of the high degree of work satisfaction and of the effectiveness of this coordinated and comprehen-

sive approach to rehabilitation, employment and social integration is the fact that there is little turnover in the cooperative workforce, with very few members electing to leave for other forms of employment.

Some delegates felt that the cooperatives should endeavour to take in more seriously disabled cases but it was pointed out by the cooperative management that special cooperative workshops and centres existed for the blind and paraplegics. Some of the more severely disabled cooperative workers are also employed in the homeworkers' scheme.

The rehabilitation services provided by the large undertakings which were visited were of special interest to many delegates. For example, at the Ferrum steelworks, employing 3,000 workers, the medical treatment and rehabilitation facilities were excellently equipped with staff comprising 12 physicians in various specialities, two rehabilitation officers and 25 nurses, as well as physiotherapists and other paramedical personnel. In the plant itself, 19 work-posts had been specially selected for vocational rehabilitation purposes and a special works' committee consisting of a senior technician, a member of the trades union, a safety and health specialist and a physician had the task of drawing up a rehabilitation plan for each disabled worker (i.e. number of hours to be worked, nature of medical and vocational rehabilitation, etc.). Eventually, after a period of rehabilitation varying from six months to two years, the disabled worker is placed, if possible, on his former or an alternative suitable job.

In general discussions at the final session, it was evident that the majority of delegates were deeply

impressed by the Polish system of rehabilitation and employment of the disabled, particularly the invalids' cooperatives with their comprehensive and combined socio-medical-vocational services and where vocational rehabilitation is undertaken within the context of productive work. Job satisfaction, coupled with physical and mental well-being and social reintegration, is indeed a difficult objective to attain and, in this respect, the Polish Invalids' Cooperative Movement has achieved remarkable results.

Most delegates felt that the Polish invalids' cooperative system was basically relevant and applicable to their own countries in view of its employment creation potential. They also felt, however, that the system would need to be readjusted and adapted to their own particular social and political systems. Some delegates thought that a deeper study of the Polish cooperatives would be necessary before introducing a similar system elsewhere. Others were of the opinion that the cooperative idea might well be applied to their sheltered workshop programmes.

The Symposium received with interest a paper on "Work for the Disabled in the USSR" presented by a delegate from that country. (The paper is reproduced in Chapter V.)

Finally, the statement of one delegate illustrates the main impression gained from the Polish part of the programme. "... In many of our countries with their separate medical, vocational and social rehabilitation services, delays and gaps often occur in what should be a continuous, coordinated and individualised programme. In Poland, however, with medical, vocational and social services generally provided in the same establishment, this problem appears to have been largely overcome."

(ii) Assessment of the Swedish Part of the Symposium

The Swedish part of the Symposium programme also proved to be a most stimulating experience with a series of visits planned to illustrate the practical application of the main lecture subjects. In addition, speakers from other Scandinavian countries (Denmark and Norway) and from international organisations (the United Nations, UNESCO and the Council of World Organisations Interested in the Handicapped) were included in the programme.

In Sweden, it was learnt, the National Labour Market Board (AMS) is the supervising authority for all state-supported labour market activities including vocational rehabilitation and employment programmes for disabled persons. Implementation of such programmes, however, is the responsibility of County Labour Boards (covering counselling, vocational training, provision of grants for work aids, semi-sheltered employment, archive work and relief work). County or Municipal Councils also have a role to play in providing (with the help of State grants) vocational assessment, vocational rehabilitation and sheltered employment programmes.

Although Sweden had been affected by the recent economic recession, it was pointed out that Sweden had kept its unemployment rate down to 2 % as compared with 6 % or more in other countries of Western Europe. This had been achieved by an active labour market policy of job creation, job expansion (particularly in the public sector) and job security which had benefitted such disadvantaged groups as the elderly and handicapped - especially through the payment of subsidies and grants to employers (semi-sheltered employment scheme), training schemes and temporary relief work in the public sector; also through the formation of Adjustment Groups

in many undertakings which not only ensured that sick or injured persons had an opportunity to remain at work but also created jobs for unemployed disabled people. Compulsory legislation in the form of a quota scheme was not favoured by the Swedish Government, but if the voluntary approach failed, the provisions of the Promotion of Employment Act of 1974 could be enforced as a last resort to compel firms to hire only those workers referred to them by the Employment Service. On the other hand, the promulgation of the Security of Employment Act (1974) means that elderly and occupationally handicapped workers in Sweden are in a particularly favourable position where job security is concerned. Although much had been achieved it was said that there was no room for complacency; some 80,000 job opportunities had disappeared from Swedish industry in the past three years alone. Structural changes in industry would be more rapid in the next ten years and this would call for much fresh thinking and extended assistance to ensure that disadvantaged groups did not suffer. Subsidization measures would not provide the complete answer and the need for many firms to change their personnel and recruitment policies in relation to job applicants from the disadvantaged sector of the working force was evident.

All participants were favourably impressed by the Swedish Government's efforts to create and safeguard jobs for their disabled people and felt that the Labour Market Board's policy of including the disabled in their overall plans for utilisation of human resources was most commendable.

Participants were able to gain a close insight into the Swedish system of combined vocational evaluation and work training for the disabled. Some 35 centres throughout the country were charged with this task. Three such

centres, all with excellent facilities and equipment, were visited; it was interesting to learn of the efforts made by the specialist evaluation teams to individualise a programme for each trainee, and to encourage the trainee to evaluate himself and help decide on his future training or employment activity. The arrangements whereby trainees could undertake the final stages of training with an employer or be transferred to semi-sheltered or sheltered employment were noted with great interest. The results of psychological tests were used as general, not specific, indicators of ability and employment potential and in the evaluation process much reliance was placed on practical interests and achievements in the centre workshops. Many cases attending the centres were socially maladjusted including alcoholics and drug addicts. The fact that the socially maladjusted are the most difficult of all groups to rehabilitate accounts for the comparatively low success rate which at one centre was said to be 47 % (i.e. those placed in further training, open or sheltered employment on completion of course). The social value of the courses should not, however, be underestimated. Some participants felt that a more intensive work atmosphere might have been introduced into the assessment and training workshops to prepare the trainees for the conditions they could except in regular work. On the other hand it was recognised that the pressures of an industrialized society may well have contributed to the maladjustment of some of the trainees - hence the reason for the gradual and less intensive approach to rehabilitation.

It was learnt that the vocational evaluation service will be restructured early in 1980, when a Labour Market Institute under the Labour Market Board will be created to better serve the evaluation, work preparation and vocational needs of job seekers, including the disabled.

The Vocational Evaluation and Work Training Centres did not meet the needs of those who were severely disabled by blindness, deafness, motor handicaps and mental retardation. For these groups, Adjustment Courses are provided at special centres which have places for 1,100 trainees. A visit was made to a centre in Uppsala. The rehabilitation teams of specialist teachers, instructors and social workers aim at restoration of the trainees self-confidence, training in activities of daily living and work preparation. The most modern technical aids and appliances are provided but vocational training as such is undertaken in other establishments. Good contacts have been established with local employers for job trials and on-the-job training.

A brief visit was made to a sheltered workshop in Uppsala which employed 166 disabled workers (the majority were mentally retarded, mentally ill or socially maladjusted). In the well-equipped workshops, sub-contract work (printing, cardboard box making, packaging) provided congenial, interesting work as well as covering almost half the running costs of the workshop.

One of the most interesting features of the Swedish vocational rehabilitation programme was the system of Adjustment Groups whose main tasks are to work for a more positive attitude toward the elderly and handicapped worker and to propose measures to facilitate their engagement or to help them retain a job. These advisory groups (now totalling 5,000) operate in firms with fifty employees or more, but groups may also serve a number of smaller firms or whole sectors of industry. A group consists of representatives of the employer, trade union and the employment service but other experts may be co-opted as necessary. Participants had the opportunity of seeing Adjustment Groups at work and recognised their tripartite (Employer, Trade

Union, Employment Service) value and role in securing and safeguarding jobs for the disabled.

The new approach to training of vocational rehabilitation personnel in Sweden through university-based courses was explained in detail and with the help of a sound/slide presentation. Training courses for evaluators and directors of vocational rehabilitation institutes were underway and comprised three theoretical stages, each of three weeks' duration, interspersed by two to three months' practical training (including an agreed independent project at the normal place of work). Many participants felt that this combined theoretical and practical approach to staff training, adapted as necessary to the needs of different target groups, could well be applied to their own staff training programmes.

Danish and Norwegian efforts to safeguard and create employment for their disabled people were described by the heads of the Employment Services of those two countries. As in the case of Sweden, both Denmark and Norway were reluctant to use compulsory quota schemes but preferred a system of incentives and public education as a means of creating jobs for handicapped workers.

In Denmark, rationalisation of production methods in industry had resulted in the disappearance of many semi-sheltered jobs which were suitable for disabled persons. It was realised that a policy of full employment was the ideal approach to ensuring that the disabled enjoyed the right to work, but as this was difficult to achieve, assistance to individual disabled persons (aids, grants etc.) and grants to employers to encourage them to train and employ the disabled, were being provided. A recent regulation obliged local authorities in Denmark to provide

job opportunities for disabled persons and other disadvantaged groups.

In Norway, a system of in-plant vocational rehabilitation, similar to the Swedish Adjustment Groups, was being developed. In the past two years, 40 undertakings had signed contracts with the Employment Service for such arrangements. These provide for the establishing of special rehabilitation committees which supervise the scheme and which consist of employer, trade union, employment service, medical and other specialists as required. The scheme provides for loans and grants to meet the cost of buildings and equipment and part of the instructors' salary. Results were said to be very encouraging with almost half of the 450 cases covered by the scheme in 1978 placed in normal jobs. Another Norwegian initiative was a proposal, at a recent OECD meeting, that called on governments to guarantee a job, relief work, training or other meaningful activities to all young people leaving school (including disabled) instead of paying them unemployment allowances.

The Symposium was pleased to learn of the work of the Council of World Organisations Interested in the Handicapped and its coordinating role in non-governmental international rehabilitation activities. Participants recognised the importance of non-governmental organisations not only in providing services but also as pressure groups to stir the consciousness of society and alert it to the problems of the handicapped.

The Symposium was informed of UNESCO's expanding programme in the field of education of handicapped children which was noted with great interest.

An appeal was made by the Officer-in-Charge of the Secretariat for the United Nations Year for Disabled

Persons (IYDP - 1981) for all European countries to take a more active part in supporting and preparing for the Year e.g. by creating special action committees at the national level and by contributing to the special IYDP Trust Fund. The final conclusions of the Symposium reflect the positive response to this appeal.

In summary, participants appreciated the opportunity of seeing the very varied and highly developed vocational rehabilitation and employment programme for the disabled in Sweden. Investment in rehabilitation by the Swedish Government is very impressive, with the whole programme being developed within the whole context of labour market policy. Although costs were high, these would be recovered by society in the long run. Many programmes are individualised and care is taken to involve the disabled in decision-making. In particular, the Adjustment Group and Semi-Sheltered Employment Schemes have proved their employment creation value and are helping to convince employers of the employability and adaptability of disabled workers. These schemes, it was felt, had meaningful application to many of the countries represented at the Symposium. Sweden has obviously avoided the danger of assessing results of rehabilitation on placement figures alone and attaches great importance to the social benefits derived from the integrated, community-based approach to resettlement of the disabled. To quote from a Swedish Employment Commission Report "Work for the disabled also has its intrinsic value as a way towards social fellowship". Finally it was recognised by the Symposium that Sweden has taken the lead, as it has so often done, in resolving social problems, in tackling the difficult question of rehabilitation of the socially maladjusted.

(iii) Conclusions and Recommendations

The following conclusions and recommendations were formulated and endorsed by the Symposium at the final plenary session on 1 June 1979:

1. The Rights of the Disabled

Despite recent pronouncements such as the United Nations Declaration on the Rights of Disabled Persons (UN General Assembly Resolution of 9 December 1975), increased unemployment in the market economy countries of Europe has affected the disabled more than any other sector of the working population. In some countries the rate of unemployment for the disabled is twice that for able-bodied persons. Protective legislation has done little to alleviate their plight and there is little wonder that in such circumstances the disabled are becoming disillusioned by their disadvantaged position in society. Nor is the disability problem diminishing with increased pressures of life resulting in increased numbers of mentally ill and socially maladjusted persons. Moreover, increasing skill demands of modern technology are limiting the range of jobs for which the disabled can be considered. With these considerations in mind, the Symposium cannot emphasize too strongly that the right to work should apply wholly and undividedly to the disabled; they should not be relegated to the position of second-rate citizens and all governments should follow the example of the Polish and Swedish governments in incorporating the employment needs of the disabled in their labour market policies and programmes for the general population.

2. The Economic Aspects of Vocational Rehabilitation

The Symposium considers that the contention of many economic planners is that the provision of vocational rehabilitation and the creation of job opportunities for disabled are a drain on a country's economy is simply not tenable. Whilst initial investment costs for workshops and equipment may be high, they will be no higher than the cost of unemployment or sickness benefits, disability pensions, social and medical care which, in the absence of vocational opportunities, would have to be paid to the disabled over prolonged periods. Work for the handicapped and the goods and services they produce contribute not only their own wellbeing and that of their families, but also benefits the national economy. All countries are therefore requested to recognise the economic, as well as the humanitarian, value of vocational rehabilitation.

3. The ILO and Vocational Rehabilitation

i) The ILO should give the highest possible priority to programmes aimed at the social and vocational rehabilitation and reintregation of disabled persons. It should also take the problems and needs of the disabled into account in its other programmes connected with manpower, occupational safety and health, cooperatives, social security, conditions of work and life and vocational training.

ii) The ILO should give every consideration to updating and revising its international instrument on vocational rehabilitation of the disabled (ILO Recommendation No.99), in the light of the changing nature of disability patterns and the need for fresh thinking to be brought to bear on the creation of employment opportunities for the disabled. The ILO should also consider the possibility of adopting a Convention on this subject.

iii) The ILO, with its tripartite structure, is ideally placed to enlist the support of trade unions and employers' organisations, as well as that of governments, in promoting and developing vocational rehabilitation and employment opportunities for the disabled. It should do everything possible to press for such support.

4. Definitions of Disablement

The Symposium noted the many and varied definitions of what constituted "disablement" and the term "disabled person" in European countries. Whilst it is recognised that it may not be possible to arrive at a standard definition in view of the varying political, cultural and social conditions prevailing in the various countries concerned, all European countries are urged to study and examine the validity of their current definitions, exchange information on the subject with other countries and make any necessary revisions to facilitate the entry of disabled persons to rehabilitation and employment. Such action, it is felt, would also facilitate both scientific and technical communication between professional and administrative personnel involved and thus help to promote and improve a better understanding of rehabilitation activity at the inter-country and regional level.

5. Ability not Disability

Concern was widely shared by Symposium delegates that far too many vocational rehabilitation programmes laid greater stress on disability rather than ability. This should be avoided and the disabled person's abilities, including his or her own ideas and aspirations, should be taken into consideration in planning vocational rehabilitation courses on individualised lines.

6. Employment Creation

i) The Symposium recognised both the value and effectiveness of a) the Polish invalids' cooperatives in providing comprehensive rehabilitation services and in creating vocational opportunities for large numbers of disabled persons; b) the Polish and Swedish systems of rehabilitation committees and adjustment groups in industrial undertakings which help to ensure that sick and injured workers are re-engaged in their former jobs or suitable alternative posts; and c) the system of government subsidies paid to employers in Sweden and other countries, to encourage them to train and employ unemployed disabled persons.

ii) The Symposium strongly recommends that these specific integration and employment creation approaches, as well as the detailed information on the subject contained in the Symposium papers, should be closely studied for possible application (with necessary adaptations to take into account the differing political, social, and cultural situations) to their own vocational rehabilitation programmes, by all European countries.

iii) At the same time, as new approaches to creating employment opportunities for the disabled are being considered, every effort should be made by all countries to improve the efficiency and effectiveness of their vocational rehabilitation, training and placement services by upgrading existing programmes and introducing new ones. Research into the rehabilitation possibilities for particular problem groups of disabled persons (e.g. celebral palsied, paraplegics, mentally ill, socially maladjusted, those disabled living in rural areas, etc.) should also be undertaken.

7. The Needs of Developing Countries

Three-hundred million of the world's 400 million disabled persons are to be found in developing countries of the third world. The majority of them are among the poorest of the poor and the most underprivileged and deprived sector of the population. The Symposium strongly urges all European countries to give all possible financial and technical assistance and offer staff training facilities in helping developing countries to create vocational rehabilitation and employment opportunities for their disabled citizens. Such assistance could be provided under bilateral or multi-bilateral arrangements (i.e. through the Swedish International Development Agency and similar bodies).

8. European Symposium on Vocational Rehabilitation and Employment of Disabled Persons in Rural Areas

Participants felt that the ILO, in consultation with European Governments, non-governmental and intergovernmental organisations should consider the question of holding a similiar symposium in the near future on the subject of Vocational Rehabilitation and Employment of Disabled Persons in Rural Areas.

9. The International Year for Disabled Persons

i) Symposium delegates unanimously pledged their full support for the aims and objectives of the United Nations International Year for Disabled Persons (1981) and its theme of "Full Participation". They called on all European countries to mark the occasion of this special Year by publicly proclaiming their recognition of the right of the disabled to work and to share equally with the able-bodied in economic and social development.

ii) It was felt that the Year constituted an unprecedented opportunity for Governments to self-critically examine the situation of disabled persons in their respective countries and to take concrete, positive action to improve their conditions of work and life through, for example, the implementation of the Symposium's recommendations.

iii) The Symposium felt strongly that countries should not regard the Year as an isolated event but should associate it with a long-term action programme designed to improve the well-being of disabled people and to integrate them to the fullest possible extent into normal, active economic and social life.

iv) The Symposium also stressed that it was the duty of European Governments, indeed all Governments, to improve not only the situation of their own disabled people but also to show solidarity with disabled persons in the third world by generously supporting the efforts of the United Nations and specialised agencies as well as bilateral and multi-bilateral programmes of technical cooperation in the field of rehabilitation of the disabled. (See also Recommendation No. 7)

v) The Symposium strongly urged all European countries to begin planning for the special Year along the above lines and specifically called on those countries which had not yet done so:

- to establish immediately a special committee for the International Year to plan a coordinated national action programme, both in the short and long term, and to follow up its implementation;

- to contribute to the Trust Fund which has been established by the United Nations Secretariat to support activities and programmes planned within the context of the Year.

vi) Other specific proposals to mark the Year were made by Symposium delegates as follows:

- a special representative of the Secretary-General of the United Nations should be appointed and given the same status and responsibilities as those enjoyed by the special representative of the International Year of the Child;

- all countries should take the opportunity of the special Year to influence favourably the attitudes of employers and trade unions towards employment of the disabled;

- all countries should examine the possibilities of holding national, regional or international conferences to examine in detail employment and job creation possibilities for the disabled and to consider the need for improving rehabilitation legislation;

- special studies should be undertaken on the problems of rehabilitation of the socially maladjusted; ways and means of improving accessibility of public transport and buildings to disabled people and the application of the science of ergonomics for the creation of jobs for the disabled (i.e. adaptation of tools, machinery and work places);

- more countries should follow the example of Poland and Sweden by introducing the subject of rehabilitation in universities and in the curricula of medical schools;

- with a view to highlighting the problems of the disabled in the community as well as the employment potential of disabled persons, the production of films and organisation of special exhibitions (including mobile exhibitions) should be considered.

vii) The Symposium called on the United Nations Special Secretariat for the Year to keep all member States informed of national programmes and plans being developed by Governments and non-governmental organisations within the context of the Year.

Chapter V

PAPERS PRESENTED AT THE SYMPOSIUM

(1) Addresses and papers presented in Poland

1. OPENING ADDRESS

of Ms. Maria Milczarek
Minister of Labour, Wages and Social Affairs
Polish People's Republic

Honourable Guests, Ladies and Gentlemen,

The initiative for organising the symposium which begins today dates back to 1975 when a firm basis for bilateral co-operation between Poland and Sweden in the field of vocational rehabilitation was established. Subsequently, mutual observations on positive experiences of our two countries prompted the labour ministers of Poland and Sweden to suggest to the ILO that a European symposium on the subject should be organised. This proposal was fully supported by Mr. Francis Blanchard, Director-General of the ILO.

Ladies and Gentlemen, of all human rights those of greatest importance are

- the right to work
- the right to active social and family life
- the right to realize abilities, increase knowledge and skills.

These are the rights of all people. They apply equally to the able-bodied and to those who, due to accident, disease or other unfortunate event are deprived of full physcial or mental capacities. In the years 1971-1980, by creating over 3 million new working places, we guaranteed employment to over 6.5 million young Poles, all of whom after graduating from schools and universities entered or will enter the working age group. They constitute a great number of people who by virtue of their qualifications contribute to the development of our homeland through their work in conditions of modern and safe technology.

As we create new working places we try to take the requirements of work safety and ergonomy into consideration.

Our activities also aim at making use of the potential productive and vocational possibilities of disabled persons. However, we consider their rehabilitation not only and not mainly from the economic point of view but primarily from social and health benefits which rehabilitation can bestow. With regard to the social aspects of rehabilitation, medical care and general rehabilitation preventing deterioration of health, are of the utmost importance. At the same time disabled persons derive much satisfaction from vocational and social activities as well as economic independence.

It is not by accident that Poland has achieved significant results in the field of medical and vocational rehabilitation of disabled persons. Such results stem from realistic legislation based on our social-economic policy and the basic rights guaranteed by the Constitution of the Polish People's Republic.

Our experience in the field of vocational rehabilitation results also from the ravages of the last war that brought death to 6 million Poles and made 600,000 wholly or partially disabled for normal life and work. We propose to the participants of this symposium that they visit the Museum of Martyrdom in the former nazi concentration camp in Oświecim (Auschwitz) where 4 million European citizens lost their lives. Only to an outsider would this visit to Oświecim seem to have no connection with the subject of our symposium. But I am sure you recognise the significance of the visit, as hundreds of thousands of people were crippled both physically and mentally by the war and the policy of nazi occupation, and had to be reintegrated into normal life. Even today, the disablement of numerous citizens of our country, who should be in the prime of life, dates back to this period.

In the 35-year period of the People's Republic of Poland,

along with the reconstruction and development of our country and its economic and cultural potentials, we have developed health services and established a system of medical and vocational rehabilitation. The comprehensive centres such as the Miners' Rehabilitation Centre in Repty Śląskie, which you will have the opportunity to see, were built within the framework of this system. The development of the invalids' cooperatives where 260,000 persons including nearly 200,000 disabled persons are employed, is another example. You will also be able to see the activities of typical invalids' cooperatives during your stay in Katowice.

Throughout the world the development of technology and transport facilitate work and life, accelerating the rate of development; but there are significant side-effects which are the source of new threats to health and well-being. This means that more attention has to be paid to prevention of disability and new efforts made to rehabilitate those whose health is impaired. Our experiences show that carefully planned vocational rehabilitation - not only for the disabled, but also for other disadvantaged persons - enables these persons to work again.

According to experiences and researches, an individual's ability to work is affected not only by a particular type of disability but also by the working environment and the proper choice of work and training. With rehabilitation and suitable conditions of work, even seriously disabled and disadvantaged persons can work as efficiently as other workers.

Details of our solutions are given in the symposium papers which will be presented during the course of the week by Polish specialists, so I will not describe them now. I wish to stress, however, that such achievements are possible only when the managements of the enterprises, their social and industrial health services, are actively interested in these problems.

Although much progress has been made, we are far from reach-

ing the ideal situation where the needs of every disabled person have been satisfied. We have encountered numerous obstacles and we realise that the range and nature of our rehabilitation services should be constantly improved. In this connection, I believe that the experiences of other countries during this symposium will be most helpful.

Ladies and Gentlemen, we deeply appreciate the support of the ILO for this European Symposium which I feel sure will contribute to more active regional cooperation and exchange of experience in such humanitarian fields as vocational rehabilitation and creation of employment opportunities for the disabled. I would also like to express our thanks to the Director-General of the ILO for the fruitful cooperation with our country in organising numerous training courses for staff from developing countries in the field of organisation and development of invalids' cooperatives.

In April this year, during the visit of Mr. Rolf Wirtén, the Swedish Minister of Labour, to Poland we had an opportunity to express our common hope that the European Symposium on "Work for the Disabled - Vocational Rehabilitation and Employment Creation" would be useful not only for Poland and Sweden but also for the representatives of other European countries participating in it.

In selecting Katowice, the capital of Silesia, as the location for the Polish part of this symposium, we had in mind that it is the centre of Polish industry embracing coal, steel, machine tools and motor transport which contribute much to the national income of our country. At the same time it is a region of hard-working people, of difficult and dangerous work, so the problems discussed at this symposium are of special interest for it. Moreover, the resolving of problems which heavy industry leaves in its wake has been given high priority by the district party and trade union authorities as well as the local authorities. Due to their initiative, the network of invalids' cooperatives has been developed. A dynamic development plan for the pro-

vision of vocational rehabilitation services in steelworks and coal mines has also been prepared.

The interest of Katowice voivodeship authorities in the problems of rehabilitation is evidenced by their generous material, organisational and advisory support in preparing the symposium programme. The participation of the senior representatives of this voivodeship headed by the voivode Mr. Zdzisław Legomski at the opening ceremony of this symposium is an outward sign of our recognition of this help. On behalf of the co-organisers, I would like to express our thanks to him for this support and I wish to welcome him at this ceremony. I would like you, Mr. Voivode, to pass the thanks of the organisers of this symposium to Mr. Zdzisław Grudzień, Chairman of the Voivodeship National Council, for his great interest in its organisation.

I also wish to extend our thanks to the International Labour Office for participating in the organisation of this symposium, and I would like to greet their representatives at this ceremony Mr. Christer von Stedingk, Director of the ILO Regional Office for Europe, and Mr. Norman Cooper, the ILO specialist in the field of vocational rehabilitation, who took part in the preparation of this symposium as well as three seminars organized by the ILO in Poland.

I would like to extend thanks to the representatives of Sweden for their participation in the coordinating and preparatory work. I welcome the Ambassador of Sweden to Poland, Mr. Carl Rapp and numerous representatives of this country including Mr. Lars Ettarp representing the Swedish Minister of Labour.

Representatives from 18 countries including Poland and Sweden are participating in this symposium. I welcome whole-heartedly the representatives of Bulgaria, Czechoslovakia, Cyprus, Denmark, Finland, France, Spain, Ireland, German Democratic Republic, Norway, Portugal, Federal Republic of Germany, Switzerland, Turkey, Soviet Union and the United Kingdom;

also the delegation from Yugoslavia who are guests of the Central Institute of Labour Protection and who are present here today.

In opening this symposium I would also like to welcome the Deputy Chairman of the Central Council of Trade Unions, Chairman of the Voivodeship Council of Trade Unions, Mr. Roman Stachoń; the Senior Deputy of the Minister of Health and Social Welfare, Professor Józef Grenda. His Ministry played an active part in preparing this symposium and its representatives are members of the Polish delegation; also the Chairman of the Invalids' Cooperative Union, Mr. Włodzimierz Pleszko. I would like to extend our special thanks to you, Mr. Chairman, for the significant contribution made by your Headquarters' Union and the Katowice Union in organising this symposium and in preparing the exhibition and cooperative programme of visits. I welcome too the Chairman of the Polish Society for Preventing and Combatting Disability, prominent scientist and expert in rehabilitation, Professor Marian Weiss.

Ladies and Gentlemen, as you will se, the Polish and Swedish parts of the symposium programme include not only the presentation of papers and plenary discussions, but also opportunities to observe at first hand, the practical work of vocational rehabilitation and employment of the disabled.

We shall try to create opportunities for you to see Katowice and its surroundings as well as a visit to the former capital of Poland, the city of Cracow, with its precious monuments of Polish history. It is the sincere wish of the organisers that you will derive great benefit from the symposium programme both here and in Sweden.

I wish you fruitful debates.

2. ADDRESS AT THE OPENING SESSION OF THE SYMPOSIUM

of Mr. Lars Ettarp
Swedish Co-Director of the Symposium
Director of the Working Environment Department
Ministry of Labour, Sweden

Under the auspices of the ILO and other international bodies, numerous conferences and symposia, etc. are held every year on a wide variety of subjects relating to the labour market. As a rule, the main topics of such meetings are those which are regarded by the political decision-makers as particularly important - both from the national economic and political points of view. What I have in mind are subjects such as recessions, depressed national economy, unemployment, working environment, migration etc. When matters such as environmental and working environment problems of a chemical or physical nature are discussed at international meetings, it is usually the immediate risks that are pointed out. A great deal less is said about the long-term effect of, for instance, arduous work and chemical substances. We nevertheless know that the number of retarded children born in Europe is steadily increasing, presumably in consequence of environmental influences. The number of persons suffering from serious allergies is also increasing, as are the numbers of those with related disabilities. These individuals, just as those with physical handicaps caused by heavy work, will rightfully call for adapted housing, education, medical and vocational rehabilitation and - by no means least - meaningful employment.

Similar comparisons may be made when considering employment policy. The oil crisis and the prolonged recession which followed in its train in Europe have directly or indirectly influenced most of the Western countries, and to some extent those in Eastern Europe, in such matters as counteracting inflation or maintaining a sound national economy with in-

creased productivity which can support improved living standards.

In the Western countries, with the exception of a few such as Sweden, Norway and Austria who have dared to pursue a more expansive policy, the prolonged recession has also led to the most serious level of unemployment since World War II. The discussion among international organisations of unemployment problems has been, in the main, just as hesitant as the debate concerning working environment which I described a few minutes ago. A great deal of time, then, has been devoted to discussions of the prospects of creating more jobs

- through an economic policy which leads to a greater investment propensity;

- through greater export efforts (it appears to me, by the way, to be somewhat naive that so many ministers of finance can simultaneously believe that they, through increased exports of commodities, can also export their unemployment to some other country);

- through work-sharing and shorter working hours.

Very few Western countries, in contrast, have dared to discuss the possibilities of creating, via an expanding public sector, better service for their citizens and thus more jobs for those people who find it most difficult to obtain work in the manufacturing industry. The lack of such a debate is so much the more remarkable in view of the fact that we know that the weakest groups - and particularly the handicapped - are always hardest hit by rapid structural changes and recessions in the labour market. Every industrial close-down or other structural change always results in 10-20 per cent of those laid-off being unable to find new jobs on the so-called regular labour market. At any rate, they are unable to do so without the aid of very substantial backing on the

part of the authorities. In regions with a depressed labour market, the percentage will obviously be much higher.

The first line of defence when it comes to safeguarding the right of the handicapped to work must therefore be to approach industry itself. Society must exert pressure on companies - e.g. through legislation or subsidies such as so-called semi-sheltered employment - to retain handicapped employees. Society must also help companies to overcome temporary difficulties so that laying-off of disadvantaged groups can be avoided. It is also important for society to assist companies in adjusting workplaces to the needs and prerequisites of the handicapped.

If we fail to adopt these measures, the handicapped individuals who are forced out of the labour market will be obliged to compete with the more severely handicapped for the limited sheltered-employment resources available. And who is going to lose by this? Well, obviously it will be those in the most difficult position of all, for whom sheltered employment in various forms offers the only opportunity for work.

Well, Madam Chairman, what I have said so far may perhaps be regarded as a description of experience which, I believe, is applicable to most of the countries of Western Europe.

But regardless of the social system - be it referred to as capitalistic, socialistic, or somthing in between - I dare to assert that vocational rehabilitation and employment creation do not really cost society anything at all. It is rather a matter of willingness. Of willingness to live up to the proud objective of the right of all individuals to work, supported by most countries. There are those who believe that it would be very expensive to implement in reality the right of disabled citizens to a job. I think they are wrong. As a rule, in fact, the formal costs to society of providing an individual with the opportunity of an active life through work, through vocational rehabilitation and job creation, will be no higher than the costs of

giving that individual a decent living through unemployment pay, sickness pension or social welfare benefit. But most important of all, disabled persons, by producing important goods and services in jobs, contribute to the growth of our collective well-being. Work for the handicapped is therefore worthwhile and profitable from the standpoint of national economy.

Even if everything in our power is being done to solve the problems of the handicapped in the ordinary labour market through vocational rehabilitation, the need of sheltered employment will nevertheless remain and increase for the severely handicapped. We must also be aware of the fact that the right to work - with the support of the various organisations of and for the disabled - will be extended to increasingly severely handicapped categories. This development is bound to continue.

Looking around the countries of Europe, we find that we have endeavoured to organise vocational rehabilitation and sheltered employment in widely differing ways. Views on what constitutes a handicap or a disablement also vary widely. In some countries, the concept of handicap is rather traditional. In others, the accent has passed from the traditional physical handicaps to mental and sociomedical handicaps. How, for instance, are serious alcoholics or drug addicts to be rehabilitated?

Madam Chairman, my remarks are not unrelated to the aims and objectives of this symposium. The ILO cooperates closely with all European countries and has long been of the opinion that the countries of Eastern and Western Europe would have a great deal to learn from each other in the area of vocational rehabilitation and job creation. This is true of both organisational matters and questions of attitude. The truth of this has been made evident by Swedes and Poles alike through the bilateral seminars and study tours which we have jointly arranged. Permit me, as an example, to mention that Poland has

had an efficiently functioning organisation for sheltered employment for some 30 years. In practice, this is very similar to the nationwide plan for sheltered employment which will be launched in Sweden in 1980. Our new organisation for vocational rehabilitation also resembles the Polish system in many respects. On the other hand, I do feel that we have quite a lot to teach our Polish friends on such subjects as adjustment of workplaces, resettlement of handicapped persons in their jobs, and how to organise vocational rehabilitation for individuals suffering from severe physical and mental handicaps. When it comes to questions of degree of disablement, i.e. who can be regarded as so severely occupationally handicapped that it is the duty of society to provide the necessary help, we have also had some very interesting discussions.

I am completely convinced that the opportunity afforded by this symposium on the theme of work for the disabled - vocational rehabilitation and employment creation - for an exchange of ideas in this large group of experts from East and West Europe will be extremely valuable. It is my hope that at the end of two weeks' programme, we will be able to return to our respective countries with fresh ideas about our practical work and with a greater understanding of and respect for each others' different working methods. I also hope that the symposium will stimulate the ILO into giving the highest possible priority to resolving the problems of the handicapped. By the time the symposium ends, we may perhaps also have come to realise that we should not permit ourselves to become isolated in our work and that we must constantly adapt our attitudes to the development of the labour market in the society around us in which our clients are to live and work.

As Swedish Co-Director, it gives me great pleasure to bid you all heartily welcome to the symposium. Moreover, I shall also have the privilege, which is not shared by my esteemed colleagues from the ILO and Poland, of welcoming you all to Sweden next Sunday. Thank you very much indeed for your attention.

3. ADDRESS AT THE OPENING SESSION OF THE SYMPOSIUM

of Mr. Christer M. von Stedingk
Director
ILO Regional Office for Europe

On behalf of the Director-General of the International Labour Office, I want first of all to thank the two host Governments for having taken this important initiative and to have made it possible for the ILO to be associated with this impressive assembly of specialists.

Born out of bilateral cooperation in the field of rehabilitation between Poland and Sweden, the idea of two European countires inviting others for a truly East-West exchange of views is probably unique and we owe a real debt of gratitude to the organising Governments - also, the Invalids' Cooperative Union for the Disabled.

You are all engaged in a field where much remains to be done, a field where any initiative to spur concrete national action is in line with ILO's most basic objectives.

Taking advantage of knowledge of the Swedish language, I start by freely quoting one short passage from the proposals for new legislation on handicapped which the Swedish Government recently submitted to Parliament.

The Minister of Labour indicates what is the basic thought behind the proposals, namely that "work is not only a way for individuals of securing their means of subsistance but it is an essential factor for their feeling of social belonging and of self-esteem".

This thought, which is paradoxically not self-evident, is also a basic one for ILO in all its activities. It has wide implications.

As regards the disabled, it means that handicapped persons should be given the help they need from society to become part of the working collectivity in their own right. It means that measures taken to secure their insertion into the labour market should be integrated completely with other labour market policies of which they should be an integral part.

No doubt, this will be a point for discussion at your symposium. I felt I should digress a little at this point to show briefly how this notion of work being much more than earning one's livelihood has implications in other areas than the one with which you are concerned.

In order to implement the principle, work itself must be so adapted that it becomes a valid basis on which to build one's feeling of social belonging and of self-esteem - expecially important when the level of education expectation is raised. And this applies, of course, to all workers - young and old - men and women - nationals and immigrants - whether or not they have full capacity to work.

The adaptation of work to man - ergonomics - replacement of dangerous, repetitive and otherwise unpleasant and tedious work by new forms of production - the replacement of old-fashioned supervisory attitudes by group work - in short, all the experimentation going on in Europe to increase quality of life at work aims at the realisation of this idea whilst increasing the efficiency and productivity.

Another area where the notion of work as a means of self-fulfilment appears to exercise more and more influence is in the field of training and education.

Over the last decade or more, most European countries have very seriously reviewed their education and training policies. There seems to be a movement away from the traditional de facto separation between the school, on the one hand, and

working life and vocational training, on the other. In this movement, educational and training policies are being linked with labour market policies. Ways are being sought to integrate educational and training systems - to upgrade non-academic educational aims - to prepare young people for working life during their schooling period - and to gear both education and training to employment opportunities.

In October this year, the ILO will convene its Third Regional Conference for Europe. This conference will be attended by government, employer and worker delegates from all European countries. They will review in detail the areas which I have just mentioned: efforts to humanise work and preparation of youth for working life and job opportunities.

There will also be a general debate on the theme of the relationships between growth, productivity, structural change and manpower policies.

As concerns for the weaker groups in society will be expressed in connection with all the items to be discussed, and as the disabled are amongst those weak groups, it may well be that further action on the lines of this symposium will be amongst the suggestions submitted to the October conference.

The ILO has always been stressing the need for full recognition of the right of the disabled to work - and that even in times of depressed market conditions, the disabled are entitled to a fair share of vocational opportunities.

Indeed, vocational rehabilitation should not be regarded as charity or solely in humanitarian terms. It is surely an economic investment to ensure that a large and potentially inactive sector of the population - which may be as large as 10 % - are gainfully employed.

Against this background, a symposium like yours is a welcome

means of injecting realism into public statements made in international fora.

Thus, for instance, a unanimously adopted International Labour Conference Resolution of 1975 urged member States "to recognise that all disabled persons should have the right to benefit from vocational rehabilitation and training in order to be able to perform suitable work if they so wish" and also called on "all public authorities and employers' and workers' organisations to promote maximum opportunities for disabled persons to perform, secure and retain suitable employment".

The UN Declaration on the Rights of Disabled Persons adopted by the UN General Assembly on 9 December 1975 has this to say on the subject: "Disabled persons have the right to economic and social security and to a decent standard of living. They have the right, according to their capabilities, to secure and retain employment or to engage in a useful, productive and remunerative occupation and to join trade unions ... . They are entitled to have their needs taken into consideration at all stages of economic and social planning".

A full and interesting programme lies ahead of you, and I again express my hope that the symposium recommendations will be implemented not only in the context of national and regional planning but also with projects associated with the UN International Year for Disabled Persons (1981) and its theme of Full Participation for Disadvantaged Groups.

There is movement in each collectivity of human beings - in enterprises, in nations, in economic and social systems. I strongly believe that the dynamism of movement is enhanced through impulses from the world outside the collectivity where movement takes place.

I do not think that such impulses will have much impact if they occur in the form of generalities. It is through dis-

cussions of concrete problems common to East and West, albeit in different political and economic contexts, that a feeling of understanding can grow among practitioners, those concerned at home with movement in different areas; it is through such contacts that we can benefit from regional and inter-regional cooperation.

Hence, the usefulness of our European Conference in October whose specialists will discuss the preparation of youth for working life and the amelioration of working life - hence, the usefulness of a symposium like this one.

By providing a framework for concrete exchanges of experience and influences, ILO is promoting the common goal of all its constituent parts - namely, the betterment of the lot of the individual.

Madam Minister, let me end by a special expression of gratitude to the Polish Government. This is not the only occasion of help. You have financed and organised with ILO several seminars for developing countries. A new one for Asian countries on rehabilitation is planned for next year. In this way Poland shows its solidarity with the rest of the world, and the ILO is happy to serve as intermediary.

4. THE POLISH SYSTEM OF EMPLOYMENT AND VOCATIONAL ADJUSTMENT OF THE DISABLED

by Andrzej Nusbek
Director of the Labour Conditions Department,
Ministry of Labour, Wages and Social Affairs, Poland

1. Introduction

For many years, governments, international organisations and national social, scientific and co-operative organisations have been preoccupied in developing services aimed at resolving the medical, social and vocational problems facing disabled persons. The method of approach to these problems varies from country to country, even though some problems are common to all countries. An exchange of ideas and information on these varied approaches is therefore of benefit to all concerned.

Rehabilitation of the disabled should not be based solely on humanitarian aspects; for many reasons, it is also a social and economic necessity. Psychological factors are also important, for successful resettlement helps to restore the self-confidence of the individual disabled person concerned, particularly if it results in full and complete reintegration in the community.

Proper management of a comprehensive rehabilitation programme embracing medical care, vocational and social rehabilitation is of the utmost importance. I will now go on to describe the Polish system of employment and vocational adjustment of the disabled. In the Polish People's Republic, state activities are aimed at the comprehensive development of the socialist society, development of national and personal creative energies and better provision for citizen's needs.

The development is achieved by the labour of all citizens. In Poland, labour is the fundamental right, duty and point of honour of every citizen (Constitution of Poland, Art.19, para. 1).

All citizens, including the disabled, have a right to employment under conditions prescribed by the Labour Code and detailed regulations. They also have the right to financial assistance, in case of illness or temporary incapacity for work. The assistance manifests itself not only in the form of services rendered through the social security system, but also through the provision of vocational rehabilitation and employment services for the disabled.

The employment and vocational rehabilitation of those workers disabled as a result of illness or accident is given high priority in Poland. There are two employment outlets for the disabled:

1. those disabled who are not recognised as invalids may be employed in rehabilitation centres run by industrial enterprises;

2. those officially classified as disabled may be employed in normal enterprises and invalids' cooperatives: in factories, sheltered workshops and as homeworkers.

II. Vocacional rehabilitation in normal enterprises

Persons whose ability to work has been impaired through accident or illness may undertake a course of vocational rehabilitation. They may subsequently be able to resume their previous occupation or a similar job. In some cases, an entirely new job must be considered.

There is a legal basis for the provision of vocational rehabilitation services by industrial enterprises with full

recognition of the interests of the disabled. For example, the law of 17 December 1974 provides for social security benefits in case of illness and motherhood; the law adopted by the Council of Ministers on 27 December 1974 provides for vocational rehabilitation with appropriate regulations authorising compensatory allowance to the disabled undergoing such treatment. The regulation govering the conditions of vocational rehabilitation and qualification for the compensatory allowance was issued jointly by the Minister of Labour, Wages and Social Affairs and the Minister of Health and Social Welfare on 20 November 1975 and covers the following subjects:

- organisation of vocational rehabilitation centres and individual places of employment;

- pronouncements about the need for rehabilitation;

- tasks of enterprises and rehabilitation services;

- rights of employees undergoing vocational rehabilitation outside their own enterprises;

- tasks of local state administration in relation to vocational rehabilitation.

Vocational rehabilitation services are available to workers whose working capacity has decreased. This includes those suffering from or exposed to the risk of occupational disease and those who are unable to perform their normal duties due to accident or illness. In all cases, alternative employment suited to their capacities has to be secured.

The vocational rehabilitation process should not only take into account the need to restore the disabled worker's physical and mental condition to the maximum extent possible but also to provide him with additional skills. During the rehabilitation process, suitable

medical treatment combined with carefully selected work may lead to full recovery of the disabled worker, but evaluation of all factors concerned (the demands of the job and any limits to capacity imposed by the disability) must be made before training or transfer to a job is contemplated. This selective training and placement approach (i.e. matching the disabled worker's residual abilities with the physical and mental requirements of the job) is the key factor to successful vocational adjustment. In other words, one can say that vocational rehabilitation has succeeded if the abilities of the disabled match up to the employer's requirements and the vocational needs of the disabled can be met by the employer.

Vocational rehabilitation is carried on in industrial enterprises, rehabilitation centres and at individual and specially adapted work posts which allow for training to be combined with vocational rehabilitation.

Enterprises employing more the 3,000 persons, and those with hazardous or dangerous working conditions, organise their own rehabilitation centres. Jointly maintained centres are established by groups of similar companies employing less than 3,000 workers. The centres have medical and vocational rehabilitation sections outposted in the parent company. The sections are an integral part of the enterprises which also supply all necessary medical and vocational equipment. Qualified medical personnel are provided by the local state administration. Detailed plans and programmes of activities are prepared for the vocational rehabilitation centres by parent enterprises in cooperation with the responsible medical centres.

Enterprises with dangerous or hazardous working conditions earmark working places specially adapted to the needs of vocational rehabilitation. The places are selected by special teams consisting of the personnel manager,

the factory doctor and representatives of the unions and technical management. Those workers requiring rehabilitation treatment are selected by the factory doctor, subject to the endorsement of provincial Industrial Medical Centres or other institutions approved by them, i.e. Factory Medical Centres or Provincial Clinics. Vocational rehabilitation treatment can also be prescribed by Medical Invalidity Boards for those persons applying for a disability pension.

The Medical Invalidity Boards cooperate with the Polish Social Security Service. They carry out thorough medical examinations of persons applying for a disability pension and decide on the award of pensions. A Board must include:

- two or three physicians, specialists in the field of internal medicine, industrial medicine, surgery and neurology;

- a prepresentative of the Social Security Service;

- a representative of the Local Medical Centre.

Decisions are made by District Medical Invalidity Boards and, in case of disputes, Invalidity Boards.

Any vocational rehabilitation prescribed can only be carried out with the full consent of the disabled employee. A compensatory allowance is paid up to a period of 24 months to any person who suffers loss of income during rehabilitation treatment. The need for such allowance arises if an rehabilitee is receiving medical treatment for part of the working day; if he is transferred to a new job but with a lower income or his working capacity is reduced. Payment of the allowance does not depend on the degree of disability. The allowance is paid by an enterprise to employees for whom it is providing rehabilitation treatment; the sums paid are refunded to the enterprise from the budget of the Social Security

Service. A disabeld person has a right to the allowance from the first day of rehabilitation treatment.

The right to compensatory allowance expires if:

- the rehabilitation has been completed and the rehabilitee has acquired a new job;

- rehabilitation is interrupted for a continuous period of at least one months, for reasons of disability (in this case, a disability pension is granted to the person concerned);

- the behaviour of the rehabilitee makes rehabilitation difficult or impossible.

When the rehabilitation treatment is completed, the employee can:

- return to his previous position; or

- return to his previous position where conditions of work have been specially adapted for him; or

- acquire a new position in line with his capacity and qualifications; or

- be employed as a homeworker.

If the rehabilitation is unsuccessful and cannot be continued due to the patient's deteriorating state of health, a disability pension is granted. Nevertheless, he is still eligible for employment in invalids' cooperatives and enterprises as described in Part III. Full use of vocational rehabilitation by industrial enterprises is an important and effective element of disability prevention.

III. Employment and vocational rehabilitation of the disabled

Employment of the disabled and persons requiring specially adapted jobs due to their state of health are governed by the Planned Employment of the Disabled Act, issued by the Polish Council of Ministeres on 5 May 1967. The vocational rehabilitation is a part of the whole treatment. It is aimed at preparing the disabled for employment and ensuring that jobs are secured for them in line with their capacities. Vocational rehabilitation of the disabled also includes counselling based on the evaluation of working capacity, the demands of the job (including training) envisaged and the recommendations of the referring authority.

In addition to counselling, the Polish system of vocational rehabilitation and employment includes vocational training. Those without any profession and those unable to retain their previous jobs are eligible for various forms of vocational training as follows:

1. they can learn a profession or be trained on a particular job in conditions adapted to their state of health and which will not aggravate their disability;

2. they can become students at normal technical colleges, if their physical and intellectual fitness permits this;

3. they can be trained in vocational rehabilitation centres;

4. they can be trained in their own enterprises, which are committed to providing such training for their permanently disabled employees;

5. those unable to be trained under 1-4 above, due to their state of health, can be trained in Vocational Rehabilitation Centres.

The education of young disabled people in Poland is effected through a well-developed system of special schools supervised and coordinated by the Ministry of Education.

Successful resettlement of the disabeld depends to a large extent on careful evaluation and counselling, as well as selective placement.

The important tasks of evaluation and counselling are performed by a number of institutions:

- provincial vocational counselling centres controlled by the Ministry of Education but dealing only with young adults;

- provincial and district Invalidism and Employment Boards which offer advice on vocational retraining;

- provincial rehabilitation centres controlled by local Unions of Invalids' Cooperatives which provide counselling services for the disabled members of cooperatives;

- vocational rehabilitation centres established in normal enterprises which provide a rehabilitation service for their disabled employees.

In Poland, all rehabilitation, vocational guidance, counselling and employment services for the disabled are coordinated by the Ministry of Health and Social Welfare. Yearly plans for employment of the disabled are established by provincial administrations on the basis of:

- the number of disabled registered for employment during the previous year, and

- the number of available positions deemed to be suitable for the disabled in local enterprises.

Suitable jobs are selected by committees appointed by factory managers. These committees include:

- a representative of the engineering staff;
- factory doctor;
- a representative of a welfare institution;
- factory instructor for the disabled;
- a representative of trade unions.

The choice is often made by committees which recommend the disabled for vocational rehabilitation, as described in Part II. The selected posts are notified to the administration of the health service and social welfare which refers the disabled to enterprises. As the employment must be in line with the qualifications of the disabled and the recommendations of the medical services, a special internal control service is created for that purpose in enterprises employing more than 500 persons. The factory instructor for the disabled responsible for such control is responsible for:

- selecting suitable workplaces for the disabled,
- supervising progress of the disabled worker, the working environment and conditions of work,
- liasing with the medical staff and social services and examining possibilities for further training of the disabled.

IV. The role of the Invalids' Cooperatives in the employment of the disabled

For some 30 years, the Invalids' Cooperatives have played a major role in organising and providing vocational reha-

bilitation and employment for the disabled in our country.

The purpose of the cooperatives is understood to be the provision of a material basis for the vocational rehabilitation, employment and well-being of the disabled. The rehabilitation services provided by the cooperatives are comprehensive, covering medical, social and vocational aspects.

In Poland, the majority of disabled persons are working in the cooperatives. The rehabilitation treatment given in the cooperatives includes several elements: vocational counselling and training; so-called basic rehablitation (consisting of trial employment for those disabled whose qualifications, or lack of them, limit their choice of job), as well as medical and social care. The rehabilitation is supervised and carried out by special services at the district, provincial and local level in the Union of the Invalids' Cooperatives. Special centres counsel the disabled and help them to choose a profession, approve manufacturing programmes and help in adaptation of workplaces.

On-the-job training is the most widely used form of training in the cooperatives. Unskilled disabled persons are referred for a basic rehabilitation course. The course includes a number of interventions made at the preliminary stage of referral and aimed at the full integration of the disabled in their new jobs. Those disabled who have experienced long periods of inactivity and those who need to be retrained for new jobs are also referred for basic rehabilitation.

Committees consisting of physicians, social workers, psychologists and vocational instructors plan the treatment programmes and supervise the process of rehabilitation. Provision of sheltered employment for the severly disabled has been included in the statutory obligations of the

Invalids' Cooperatives. The Cooperatives have granted a number of economic privileges, for example, a priority and monopoly production programme and tax exemption. The rehabilitation activities undertaken by the Cooperatives are supervised by the Ministry of Health and Social Welfare.

The severely disabled and those living in isolated village communities may be employed as homeworkers. The disabled employed in this way are provided with all necessary tools and materials by the parent coooperative. Further details of the work of the Union of Invalids' Cooperatives are provided in other papers.

V. Summary

The Polish system of employment of the disabled is characterised by a variety of legal and organisational measures and offers comprehensive (vocational, medical and social) services; it serves the causes of society, social groups and individuals alike.

Employment of the disabled is not only a humanitarian and social service. It is also an element of the national economy influencing the labour market and production growth.

The methods used in Poland deserve wider recognition, but it must be said that existing facilities for the disabled do not meet the existing needs.

The Invalids' Cooperatives are irregularly distributed in the country. This means that in some regions the disabled have difficulties in finding jobs or are even compelled to move to other localities.

The progem of rehabilitation and employment of the disabled is not always understood by local enterprises.

Some are afraid of additional problems which employment of invalids and further continuous care may impose. The shortage of labour in Poland, however, gives added importance to the task of rehabilitation of the disabled.
It should also be noted that the actions described result from our constitutional and economic principles.

Our system of vocational rehabilitation of the disabled is in full development, and improvements will result not only from Polish experiences but also from those of other countries.

5. THE ROLE OF THE MINISTRY OF HEALTH AND SOCIAL WELFARE IN THE FIELD OF VOCATIONAL REHABILITATION

by Ludwik Kempinski
Director of Vocational Rehabilitation Department
Ministry of Health and Social Welfare, Poland

Immediately Poland was freed from the Nazi occupation, that is since the year 1944, the Government of the Polish People's Republic has paid great attention to the problem of social welfare for the disabled, which also includes vocational rehabilitation. The provision of rehabilitation services for the disabled has been accorded high priority in the course of the past thirty-five years, but the task has not been easy for the following reasons:

- the large numbers of disabled people who were mainly victims of the Second World War;

- the lack of experience in the field of rehabilitation before the Second World War.

In the immediate post-war years, vocational rehabilitation was provided almost exclusively for war victims. Subsequently, vocational rehabilitation services were made available to all disabled persons who needed them, irrespective of the cause of disability. At first, the main objective was to embrace the greatest possible number of disabled within the rehabilitation system but as services developed, more stress was laid on their quality. Gradually, the quality has been raised by widening the scope of activities, improving vocational training techniques and raising the level of care for those disabled employed in industrial enterprises.

At present, vocational rehabilitation is an integral part of the general rehabilitation services and its objective is to

prepare a disabled person for and place him in employment, suited to his state of health and vocational qualifications. Vocational rehabilitation services provided for the disabled include: vocational guidance (based on comprehensive assessment of his ability for employment) and vocational training. Medical care is also ensured in the course of their employment.

Since 1960, all vocational rehabilitation services have been supervised by the Minister of Health and Social Welfare. The Minister also acts as a coordinator of vocational rehabilitation activities carried out by other organisations and institutions.

Our experience has shown that the integration of a system of medical care with both vocational rehabilitation and employment services for the disabled has significant social advantages. According to the existing regulations, both the disabled and people with limited working ability should only be employed in conditions determined by a physician as not hazardous to their health. In 1967, the Council of Ministers passed a bill on Employment of the Disabled, which in effect is the legal basis for vocational rehabilitation in Poland. The bill defines basic tasks for institutions supervised by the Ministry of Health and Social Welfare in the field of organisation of rehabilitation services with special prominence given to the problem of employment of the disabled. It also defines employers' obligations in so far as vocational training and employment of the disabled on appropriate jobs are concerned.

At the central level in the Ministry of Health and Social Welfare, the implementation of rehabilitation programmes is supervised by the Department of Medical Care and Rehabilitation, and in particular by two of its sections, namely the Section of Medical Rehabilitation and the Section of Vocational Rehabilitation. The two Sections supervise planning,

organisation and control of all rehabilitation services throughout Poland. At the local level (of voivodships which are equivalent to counties), this task is given to County Council Medical Departments which have one or more sections concerned with vocational rehabilitation.

At the local level, the following institutions deal with vocational rehabilitation of the disabled:

1. Voivodship clinics for vocational rehabilitation,
2. Vocational rehabilitation centres,
3. Rehabilitation sections established within integrated Health centres.

In so far as preparation of the disabled for work is concerned, special emphasis is given to assessment of working capacity and vocational guidance. These services are provided by vocational rehabilitation sections within integrated health centres and comprise:

1. Individual guidance for the disabled and others with limited working ability and, in particular, those who require specialist examinations (medical, psychological, sociological in the living environment); also testing of vocational adaptability for various forms of training or employment.

2. Consultative guidance for institutions concerned with vocational rehabilitation of the disabled including:

   - Vocational Rehabilitation Sections in County Council Departments of Health and Social Welfare;

   - Industrial Health Service Units and working establishments;

   - Vocational Rehabilitation Units;

- Vocational Rehabilitation Sections of Integrated Health Centres.

In addition to Vocational Rehabilitation Clinics, there are special Vocational Rehabilitation Units in some of the voivodships. Their objective is to serve those who are severely handicapped and who never had the possibility to acquire the necessary skills and qualifications for starting or continuing their social and vocational activities:

- either by means of vocational training in normal or special vocational schools supervised by various ministries;

- under the disabled training scheme implemented in cooperatives for the disabled or in normal working establishments.

Implementation of the above objectives calls for a comprehensive system of rehabilitation with the main emphasis placed on medical care, physical exercises, psychological and educational activities, social rehabilitation including various levels of vocational training. In 1978, the Ministry of Health and Social Welfare was supervising the activities of nine such units with a total case load of more than 2,000 patients. Each unit deals with patients suffering from a specific complaint or disability; there are special units for the blind, the deaf and those with motor handicaps.

The majority of services in the field of vocational guidance, which assist disabled persons to select suitable training and/or employment, are operated by Vocational Rehabilitation Sections of Integrated Health Centres. These sections employ one or more specialist staff who provide guidance on an individual basis to those who require vocational rehabilitation. In the whole country there are at present over 400 of such sections. Their main duties in the field of vocational rehabilitation are as follows:

- planning on an annual basis for the employment of the dis-

abled in the region on the basis of existing needs and the number of suitable jobs. (The overall plan for a voivodship is introduced and must be legally observed in the whole area once it has been accepted by the Chairman of the local county council (voivodship));

- organising vocational guidance, training and employment of the disabled;

- controlling and supervising conditions in the working environment and ensuring that the disabled are placed in suitable jobs.

Integrated Health Centres annually provide vocational rehabilitation (including vocational guidance and referral to training and employment) for more than 60,000 persons in Poland. The main effort of the Integrated Health Centres is directed towards effective employment of the disabled in jobs suited to their state of health and professional qualifications. Consequently, employment of the disabled has been streamlined into the following directions:

- the most severely handicapped are referred by Integrated Health Centres for employment by cooperatives for the disabled where sheltered employment in line with the individual's physical and mental capacities is provided together with constant medical care. For those who are unable to commute the cooperatives ensure that they can work at home.

The disabled who are able to cope with normal travel and "open" employment are placed in jobs suited to their residual abilities. One of the main rehabilitation regulations observed in our country is that those who have become disabled in the course of their work should, wherever possible, be re-employed in the same establishment.

The vocational rehabilitation programme as described above ensures that out of a total of 1.5 million disabled persons

in Poland, more than six hundred thousand are employed. Included in this total are two hundred thousand disabled persons employed in cooperatives for the disabled.

Every year some fifty thousand disabled, expecially the severely handicapped, benefit from services provided by the Integrated Health Centres. On initial referral to the Centres the majority of the disabled have no professional qualifications. Nevertheless, more than 90 % of those who apply for a job are placed in suitable work. The structure of employment of the disabled is such that less than 70 % are employed by cooperatives and more than 30 % are employed in normal working establishments.

The third area of activity in the field of employment for the disabled concerns those living in rural areas. This is connected with progress and development in recent years in the rural areas and which has resulted in increased demands for workers in rural industry and services. In this sector, the disabled can be satisfactorily employed as craftsmen either on a self-employed basis or working in cooperatives.

For the self-employed the local community councils provide grants which can be obtained on the basis of a recommendation from an Integrated Health Centre or by direct application of the disabled person concerned to the community council. The grants are used for purchase of necessary tools, equipment including the fitting out of small workshops; in the case of disabled farmers the grant is used for purchase of fur-bearing animals or poultry as initial stock for an animal or poultry farm.

The main criterion for rehabilitation activities supervised by the Ministry of Health and Social Welfare is that the rehabilitation process should be as comprehensive as possible i.e. vocational rehabilitation should be integrated with therapeutic procedures. Practical implementation of this rule is reflected in the activities of the Mining Industry Rehabilitation Centre in Repty which symposium participants will visit.

6. THE ROLE, ORGANISATION AND ACTIVITIES OF THE POLISH INVALIDS' COOPERATIVE MOVEMENT

by Włodzimierz Pleszko
Chairman of the Board of the Polish Invalids' Cooperative Union

"Work is the right, duty and a matter of honour of every citizen" (Art. 19 of the Constitution of the Polish People's Republic)

The Invalids' Cooperative Movement in Poland has a distinctive role to play in the national social security system for physically and mentally handicapped persons.

The beginnings of the cooperative movement go back to the early years following the first World War. However, its development was not very extensive at that time, and the limited number of cooperatives sufficed to serve the relatively small number of war-disabled. Immediately after the second World War the war-disabled revived the concept of employment based on cooperative principles. It was a difficult period to start new enterprises because of the widespread devastation of property and industry and the limited material that the state could provide. However, the initiative of the war-disabled soon attracted the support of the state and local authorities and in a comparatively short time many cooperatives were established but with limited facilities. Gradually, however, they became economically stronger and widened the scope of their activities to include rehabilitation, social and cultural services. The strong invalids' cooperative movement of today is undoubtedly the result of the cumulative efforts of thousands of disabled workers. Indeed, their foresight in selecting the cooperative form of employment which creates unlimited possibilities for self-dependence, initiative

and group resourcefulness, has been fully justified.

The basic aim of the invalids' cooperative movement is to provide vocational and social rehabilitation as well as suitable work for its disabled members. This aim is realised by the cooperatives through their own industrial and trade activities and service enterprises.

The Invalids' Cooperative Union associates 436 cooperatives. The internal organisation of the invalids' cooperatives is similar to that of labour cooperatives where internal, obligatory self-governing bodies operate in line with the principles of Polish cooperative law. These bodies include the general assembly, the cooperative council and board as well as a departmental council. Self-governing activities at the departmental level are of course limited but nevertheless, in the sphere of social rehabilitation, it is an important forum which allows for the full participation and involvement of all cooperative members in the day-to-day activities of the cooperative. This cooperative form of activity has successfully embraced comprehensive rehabilitation services to the benefit of all members.[1)]

A disabled person or other person of limited physical or mental capacity who is not regarded as disabled within the official definition of the term, can become members of a cooperative.

The number of able-bodied persons employed in cooperatives is limited and a maximum figure is set every year by the competent voivode (county authorities) in relation to the number of the disabled persons employed and according to the needs of the cooperative. The average percentage of disabled

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1) See lecture paper "Vocational and Social Rehabilitation Services for Disabled Persons Developed within the Context of Socio-Economic Activities of Invalids' Cooperatives" by Boleslaw Trampczynski

employees varies from 70-80 %. The separate rehabilitation section of an invalids' cooperative, being under the direct management of the deputy chairman of the board, is a distinctive feature of this type of cooperative. Moreover, there is a separate rehabilitation section within the Invalids' Cooperative Union itself.

Invalids' cooperatives are affiliated in Regional Unions, the extent of the regional area varying from one to four voivodeships (counties). (In Poland there are 49 voivodeships and 17 Regional Unions of invalids' cooperatives.)

In addition to the Regional Union structure, there is the specialised Union of Cooperatives of the Blind which deals with rehabilitation of the blind. This calls for separate organisational and technical approaches.

The Invalids' Cooperative Union (RSI) is the central organising body. Its basic functions include:

- standard setting i.e. establishing principles of procedure in the various fields of activity, particularly those relating to the statutes which the cooperatives and unions should comply with;

- formulation of regulations including directives for the planning of economic, financial, rehabilitation and social activities of the invalids' cooperatives;

- inspection of the work of the cooperatives and unions and ensuring that this is carried out under the terms of cooperative law;

- instructional and training activities;

- representing the interests of its affiliated cooperatives and their unions in State bodies and organs.

The invalids' cooperatives employ a total number of 288,000 persons including 177,000 disabled. The disabled employees in invalids' cooperatives account for some 56 % of the total number of disabled persons employed in Poland. They are, as a rule, the severely disabled whose limited physical and mental capacities do not permit them to work in "open" employment.

At present the invalids' cooperatives employ, among others

- 18,714 disabled with defective vision
- 9,596 disabled with defective hearing
- 20,899 disabled with diseases of the circulatory system
- 28,457 disabled with impaired mobility
- 9,979 disabled with mental diseases
- 18,983 disabled with tuberculosis (after-treatment)
- 13,989 disabled with mental retardation.

These are the categories of physically and mentally disabled who, in the main, require working conditions of a sheltered nature (often specially adapted to their individual needs) as well as rehabilitation, medical and para-medical treatment and therapy and increased social benefits.

Recently the numbers of those disabled by mental illness and young mentally retarded referred to the invalids' cooperatives have increased substantially. This is due to the fact that invalids' cooperatives have developed appropriate vocational rehabilitation techniques and created suitable working conditions for these groups of disabled. Other enterprises do not offer them job opportunities.

The statute of an invalids' cooperative determines its aims from the viewpoint of the rehabilitation and social interests of the disabled employed as follows:

"The aim of a cooperative is to shape the processes of vocational and social rehabilitation of the disabled through

personal paid work of its members in a common establishment organised on the principle of cooperative self-government and within the frames of the national economic plan and social policy with the objective of

- maintaining and increasing the physical and social well-being of the disabled;

- creating conditions whereby the disabled can be employed on remunerative work adjusted to their physical and mental capacities within the overall framework of the cooperative system;

- meeting the social needs of the disabled, improving their material and cultural standard of living and increasing their social awareness."

The nature and scope of economic activities in invalids' co-operatives is varied and embraces industrial type products, non-industrial services and trade. The annual total value of turnover through these activities is in the region of 52.3 milliard zlotys, representing about 1.2 % of the total value of industrial production in the whole country.

Industrial-type production is considered important for it creates maximum possibilities for the employment of disabled persons of all categories of disablement and ensures reasonable earnings. Moreover, it creates good possibilities for adapting work-places to the specific needs of a disabled worker and the integration of rehabilitation services in the employment process.

Invalids' cooperative production covers many industrial sectors - electronics, electrical, clothing, textile, plastic, footwear and food industries are the most important. At present the invalids' cooperatives manufacture 150 products in this group. Both the type and quantity of production are increasing year by year. Rehabilitation equipment represents

only a small item of the total production value; nevertheless it is treated by the cooperatives as a priority. (Products are exported to 75 countries.) Production on the basis of inter-plant cooperation expecially in the field of electrical machine-assembly and automative industries comprises the greater part of total industrial production. Apart from industrial production, the cooperatives organise repair services (e.g. electrical equipment, domestic appliances) and also non-industrial services (property guard).

Trading activity forms a separate branch and its range is relatively small. It is carried out in retail shops where goods manufactured by the cooperative make up a considerable part of total turnover. The trading cooperatives also run rehabilitation equipment shops. The principle adopted by the invalids' cooperative movement is that the economic activity must be coordinated and even subordinated to the rehabilitation needs and requirements of their disabled members. However, owing to the fact that economic activity of the cooperatives is conducted according to rules and regulations applicable to all enterprises in Poland, the products made by the cooperatives have to be:

- socially useful and in demand;
- of high quality and
- sold at prices comparable to those of the same products made by other enterprises.

In such a system, economic activity has to be (and in fact is) profitable, ensuring,at the same time, reasonable earnings for the disabled employees as well as the means to develop supporting social and rehabilitation services.

The need to secure adequate markets on competitive terms for the products and services of the cooperatives as well as the need to link economic and rehabilitation aims, create additional difficulties that do not exist in other enterprises on such a wide scale. In particular, the choice of work for

particular groups of severely disabled persons presents such a problem.

The problem itself may be compared with that of individual counselling and guidance which requires the responsible staff to take into account not only the demands of the proposed work itself but also the physical and mental capacities of the disabled persons concerned. Recognising these difficulties, the State has granted monopoly or main production rights to invalids' cooperatives for some 100 different products. This enables the cooperatives to plan their production activities on firm foundations and to incorporate rehabilitation activities in the production processes. At the same time it should be emphasized that the range of products reserved for the invalids' cooperatives may be subject to change according to the needs and possibilities of the cooperatives. (The importance of this government decision may be illustrated by the fact that some 40 % of the total production of invalids' cooperatives consists of products reserved for them.)

During their 30-year existence the cooperatives have passed from a simple, almost primitive and mostly hand-made type of production to the more complicated mechanised or automatic processes. The economic activities of the cooperatives are in effect under constant review and changed to meet the varying needs of different disability groups and in line with technical progress and new rehabilitation techniques.

It may be said that invalids' cooperatives attach the highest importance to providing suitable rehabilitation, vocational training and adapted work for their disabled members.

The comprehensive rehabilitation services of the cooperatives based on long experience include:

- basic rehabilitation (including vocational guidance and initial training);

- vocational training;
- constant medical care;
- physical betterment;
- social benefits (also applicable in part to the disabled person's family);
- miscellaneous rehabilitation services and benefits;
- employment in line with the individual capacities and abilitites of the disabled.

New entrants to an invalids' cooperative, who have been inactive for some time for reasons of illness or disablement and whose physical and mental condition is impaired, always require a period of work preparation and adjustment. This is provided through a course of basic rehabilitation. The period of basic rehabilitation lasts from one month up to two years; the prolonged period is designed for the mentally handicapped. The cost of basic rehabilitation, including the remuneration for work in this period, is borne by the Cooperatives' Rehabilitation Fund.

Vocational training is conducted in various forms, but "on-the-job" training predominates. Vocational training is also carried out at cooperative basic schools or at vocational training centres. The Invalids' Cooperative Movement has at present 10 vocational training centres of its own. Moreover, courses of further training and staff training are also organised.

Great attention is paid to medical care. All the cooperatives have the use of rehabilitation clinics, either their own or those organised on an inter-cooperative basis. At present there are seven cooperative sanatoria which, together with hired rooms in other sanatoria and treatment centres, offer a total of 1,165 places.

The rehabilitation programme of the cooperatives includes group exercises during breaks in work as well as individual remedial exercises in the cooperative gymnasium. Sport is

also a popular activity for the disabled and in this area the cooperative movement cooperates closely with the "Start" Sports Association. For those disabled who cannot use the sanatoria special rehabilitation courses are organised in health resorts.

Social benefits (e.g. workers' holidays, touring, youth and holiday camps for children) are the same as for other Polish enterprises, however they are wider in scope and programmes are adjusted to the individual needs of the disabled.

Other services and benefits include

- individual equipping and adaptation of work posts;

- credits and subventions for:
  technical and teaching aids for the disabled;
  adaptation of housing, particularly for disabled with mobility disorders and blind persons;
  purchase of cars and their adaptation according to need.

Employment of the disabled is organised in various forms, but in the main it consists of industrial production work including sheltered employment. In addition there is a system of homework operated by most cooperatives; work in retail shops and kiosks and service work including security guards provide other outlets for the disabled.

Basic rehabilitation, sheltered employment and the home-workers' scheme are the subjects of other lectures.

The planning and delivery of rehabilitation and employment services for the disabled in invalids' cooperatives involve many complex problems which call for research or expertise which is not always possible to arrange or is not available in the cooperatives themselves. The organisation of a specialised technical, rehabilitation and scientific supporting service was an early objective of the Invalids' Cooper-

ative Movement and was soon realised.

At the regional level (in addition to the activities of individual cooperatives) there are Technical Service Centres and Rehabilitation Clinics.

Technical Service Centres assist cooperatives to develop production technology and techniques, adapt work places and equipment to the needs of disabled workers, design, repair and modernise machines, installations and fittings. Some Technical Service Centres have the capacity to undertake maintenance and building work.

Rehabilitation Clinics concentrate on programming, coordination and close supervision of the comprehensive rehabilitation services for disabled workers. These comprise medical treatment, remedial exercises etc.

At the Central level there are the following research facilities:

- The Research Institute of the Union of Invalids' Cooperatives is in effect the only scientific institute in Poland which is concerned with questions of vocational rehabilitation of the disabled. The Institute publishes three periodicals as well as the results of its research.

- The Research and Development Centre is responsible for research and design work aimed at the introduction of new products and adaptation of equipment and work places. Design and installation of rehabilitation equipment is another important task of the Institute. The Centre has its own experimental workshops for the production and testing of rehabilitation and electronic equipment. Disabled persons severely handicapped by rheumatic conditions are employed under sheltered workshop conditions in this workshop.

- The Bureau of Studies and Design conducts research work

into standards for the design of workshop and rehabilitation buildings. Particular attention is paid to the elimination of architectural barriers and the supply of appliances for the disabled.

- The Light Industry Development Centre conducts experimental and technological design work as well as industrial design for invalids' cooperatives which are concerned with light industrial work - particularly those items which are produced under monopoly or priority arrangements.

- The Constructional and Technological Bureau of the Union of Cooperatives of the Blind operates exclusively for this type of cooperative. It conducts experimental and design work in the field of special technical aids, machinery and design of products manufactured by blind workers.

The Invalids' Cooperative Movement is financially self-supporting. The economic activities of the cooperatives are profitable and the total profits achieved permit for further development including the creation of new cooperative workshops as well as social and rehabilitation facilities.

Nevertheless, running costs of some cooperative activities are higher than those of other enterprises in view of the fact that the majority of employees are disabled. Cooperative building costs are high too including as they do rehabilitation facilities with special equipment; allowances paid to the disabled during their basic rehabilitation also add to the costs. This extra financial outlay is recognised by the State and tax concessions to Cooperatives are granted. The savings achieved through such concessions are transferred to a Cooperative's Rehabilitation Fund created to meet the above-mentioned costs. In addition, State grants are made to the cooperative movement for the purpose of creating more workplaces for the disabled.

Tax reductions (or tax exemption), the granting to coopera-

tives of exclusive production rights for certain products together with grants are but a few examples of State support for Invalids' cooperatives. Cooperatives are also assisted by the regional administrative authorities. This assistance is an expression of our political concept that guarantees all citizens the right to work as well as comprehensive care for the disabled.

The system and methods of activity described in this paper and particularly those relating to rehabilitation are subject to constant review. For the categories of disabled employees in the cooperatives vary with the number of severely disabled increasing. At the same time, every day brings new achievements in medical, social and technical sciences which in turn affect the course of rehabilitation activities.

Such progress influences the immediate aims and objectives of the Invalids' Cooperative Movement, which today may be described as follows:

- preparation of an increased number of work places for those disabled who require sheltered conditions of employment (particularly the mentally handicapped);

- coordination of the network of cooperative enterprises with a view to creating maximum employment possibilities for those disabled living in small cities and villages;

- provision of rehabilitation equipment to satisfy fully the needs in this area.

The Invalids' Cooperative Movement does not develop its cooperatives for the disabled in isolation. It maintains close contact with other organisations and departments concerned with disability prevention, research into the causes of disability, elimination of architectural barriers etc. - all with the well-being of the disabled in view.

7. BASIC REHABILITATION, SHELTERED EMPLOYMENT AND HOMework IN THE POLISH INVALIDS' COOPERATIVES

by Jakub Switlak
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This paper deals with the subjects of basic rehabilitation, sheltered employment and homework in the content of rehabilitation services provided by invalids' cooperatives in Poland.

1. Basic rehabilitation

Basic rehabilitation is the initial stage of vocational and social rehabilitation. Planned over a limited period, it is aimed at helping a disabled person to improve his physical, psychological, vocational and social capacities and capabilities prior to taking up employment in a cooperative.

A disabled person is allocated to a basic rehabilitation course when initial evaluation of his vocational capacity indicates the need for such action. Evaluation is carried out by the rehabilitation team of the cooperative and includes a basic examination to determine the level of employability and vocational rehabilitation needs.

The examinations take into account the disabled person's medical history (previous treatment and rehabilitation) as well as his training and work experience. The evaluation process also provides for completion of a questionnaire covering social questions, a medical examination, assessment of physical aptitude and psychological tests.

Initial special examinations of the mentally ill, mentally retarded and other severely disabled are supplemented, if

necessary, by reference to consultancy services at hospital out-patient departments or a rehabilitation clinic of a Regional Union of the Invalids' Cooperative Union. The results of the rehabilitation team's evaluation are submitted to the Board of the Cooperative and may include recommendations for basic rehabilitation, vocational preparation and employment, within the range of possibilities of the cooperative's activity - i.e. either in the workshop (including sheltered working conditions) or in the homeworkers' scheme, in retail shops, services or other types of activity.

In some cases, the rehabilitation team's evaluation indicates that immediate placement in employment is possible without the need to resort to basic rehabilitation.

During the basic rehabilitation course, trial periods on selected jobs as well as work orientation are undertaken. Attitude to work as well as social adaptation are assessed throughout the individually planned rehabilitation programme.

The programme planned by the rehabilitation team prescribes the anticipated period of basic rehabilitation, contra-indications for a given job, type of workplace and its adaptation, suitable work tasks, period of work, the scope and method of vocational training, working environment; also any necessary medical treatment and orthopaedic appliances, remedial exercises and sport activities, activities aimed at improving mental outlook and a greater degree of social integration, the scope and type of social help and other necessary support for the disabled individual.

The disabled person is consulted at all stages of the planning and implementation of the basic rehabilitation programme, and team members regularly exchange information on progress being made.

The period of basic rehabilitation varies from one month to six months but in the case of the mentally ill and mentally

retarded it may be extended to two years. The length of the basic rehabilitation course is determined by the cooperative manager on the basis of the rehabilitation team's recommendations and after consulting, if necessary, the cooperative or inter-cooperative rehabilitation clinic.

For the period of basic rehabilitation, the cooperative arranges for the disabled person to have a temporary employment contract. If the prolongation of basic rehabilitation is considered purposeful, another contract may be concluded for a defined period, but not beyond a total period of 24 months. The contract stipulates the rights and duties of the two parties in relation to the basic rehabilitation course.

Initially, a disabled person may attend the course part-time, depending on his state of health and rehabilitation needs; but working hours may be gradually extended to those normally worked in the cooperative.

If a disabled person employed on a part-time basis earns less than the national minimum wage, he may also receive compensatory payment in proportion to hours worked.

If the disabled person fails to cooperate during the basic rehabilitation course, this is taken into account when consideration is being given to extending the course. However, it is recognised that poor performance and passivity may be due to disablement.

On successfully completing a basic rehabilitation course, a disabled person is entitled to be employed in the cooperative either in the workshops or under sheltered conditions (in line with the final evaluation). The contract then offered by the cooperative is for an indefinite period, but care is taken to observe any contra-indications for work and to provide further rehabilitation, if required.

In cases where a disabled person is assessed as unsuitable for further training or employment, he is referred to the respective Department of Health and Social Welfare who in turn are informed of the reasons for termination.

II. Sheltered employment

Organisation of employment under sheltered conditions is a duty imposed on every invalids' cooperative. Sheltered employment is in fact provided for those severely disabled (physically or mentally) who, with continuing care and rehabilitation, can cope with some of the production operations in the cooperative, specially adapted, if necessary, to their needs.

At present, 42,000 severely disabled persons are employed in 290 cooperative establishments, including 75 cooperatives which have been designated as sheltered workshops; 3,500 disabled are employed on individual jobs but under sheltered conditions, including 1,500 under the cooperative homeworkers' scheme. As can be seen, therefore, a cooperative may organise sheltered work in a sheltered workshop setting or designate particular jobs for severely disabled workers.

Cooperatives must ensure that the working environment in sheltered workshops and on designated sheltered jobs is satisfactory insofar as the working area, lighting, ventilation (air conditioning), noise, vibration etc. are concerned. National industrial safety and health standards are of course strictly observed; where necessary, a work post is adjusted to meet the individual requirements of the severely disabled worker. Special rest and leisure rooms are also available for the disabled.

The varied production work available in the cooperative does help to ensure that the severely disabled are rehabilitated and employed under sheltered conditions on jobs which

do not tax their physical and mental capacities. Moreover, the introduction of new types of production and technologies in the cooperative workshops including sheltered workshops is only approved if it is considered to have rehabilitative value.

When organising individual work places for those requiring sheltered employment, every care is taken to make any necessary adaptations and to provide aids, tools, protective equipment, etc. to help overcome the severely disabled worker's limited capacities.

Homework too has to be suitably equipped and adjusted to the needs of the disabled worker and is subject to technical survey once a year, particularly in so far as the state of machinery and equipment and industrial safety are concerned.

The organisation of production work for the severely disabled is undertaken on an individual basis with reasonable norms and, if necessary, shorter hours. Change of work place or the type of job are usually related to rehabilitation needs of the individual worker.

As supportive services, the cooperative provides remedial exercises, cultural and educational activities and group psychotherapy.

For each disability group, an individualised programme of treatment is organised within the framework of a special programme of adaptation to work.

Whenever a severely disabled person is allocated to sheltered employment in a cooperative, every effort is made to improve his physical and mental condition to enable him eventually to work in the cooperative under non-sheltered conditions. With this in view, the cooperative's rehabilitation team plans a rehabilitation and work programme which

will enable the disabled worker to attain at least minimum earnings for the sheltered job in question.

For the severely disabled who cannot work in the cooperative workshops for health reasons, lack of transport etc., sheltered employment in the invalids' cooperative homeworkers' scheme may be provided.

Disabled workers employed in cooperative sheltered employment schemes benefit from a comprehensive rehabilitation programme organised by the rehabilitation team in the cooperative itself and/or at an inter-cooperative clinic. Each cooperative is obliged to employ medical specialists, e.g. orthopaedist, chest physician, psychiatrist, ENT and eye specialists, etc.; also social assistants and trained technical staff, including foremen, chargehands etc.

The cooperative rehabilitation team carefully follows the progress of each worker and analyses at least once every three months the results of rehabilitation activities, including medical examinations, results of remedial exercises, training progress, productivity, attitude to work, etc. (whether it be in the sheltered production workshop or in service work such as laundry, cleaning, etc.). The degree of family support for the disabled person is also assessed.

III Homeworkers' scheme

In the invalids' cooperative movement, the homeworkers' scheme, based on the cooperatives' production workshops, is another means of providing sheltered employment. Homeworkers are employed in 17 industrial sectors. The main sector is the clothing industry which accounts for some 37 % of the total value of homework and employs 30 % of homeworkers. Work in the clothing industry is particularly suitable for the severely disabled, providing light simple work such as the making of hospital linen, overalls, protective gloves

etc. The second main sector is the chemical industry, where such simple operations as assembling and cleaning of plastic products is undertaken as well as heat sealing of PVC and polythylene foil bags and assembly of plastic Christmas trees. This sector employs 20 % of all persons employed in the homeworkers' scheme.

The electrical industry also offers many operations particularly suitable for outwork production. These include assembly of electrical and electronic units and sub-units, assembly and finishing operations in the production of light fittings, assembly of Christmas tree candle lamps. This sector employs 10 % of all homeworkers. Another 10 % are employed in the textile sector and make various types of knitted goods and cloth.

Homework provides a very suitable employment outlet for the severely disabled, for under this system the disabled person can organise his own working schedule and seek the assistance of family members living with him.

The homeworker is employed on the basis of a "Homeworkers' Contract" drawn up by and agreed with the cooperative. Homework in invalids' cooperatives is designed mainly for those severely disabled who cannot cope with industrial workshop conditions.

At present, some 50,000 severely disabled persons are employed in the homeworkers' scheme, including 48,500 disabled (96.7 %). The majority of disabled homeworkers include blind persons and those severely handicapped by diseases of or injuries to the locomotor system (including the paralysed). For these groups homework probably provides the most suitable form of resettlement.

Cooperatives organise working arrangements at the disabled person's home; they supply him with tools, equipment and, if required, machines (e.g. sewing machines, textile and

weaving machines); other help provided includes the supply of personal aids, setting up of equipment and machines, any necessary training, either in the home or in special vocational training centres (this applies particularly to the training of blind people); supplying raw materials and semi-finished products to the disabled person's home and collecting the finished product at the cooperative's expense. The cost of equipping work places at the disabled person's home is borne by the Cooperative's Rehabilitation Fund.

Special concessions are accorded to homeworkers in that reasonable delivery dates for the completion of work are applied as well as special wage rates. A disabled person employed in the homeworkers' scheme has the right and duty to become a member of the parent cooperative, in accordance with cooperative regulations, law and charter. He is therefore accorded all rights due to cooperative members, e.g. the right to vote, admission to cooperative bodies, the right to a share of the cooperative's net surplus and joint ownership of the cooperative enterprise. He is also entitled to benefit from the cooperative's medical care, rehabilitation and social welfare services, cooperative and state sanatoria, workers' holiday, rest and convalescent schemes. The children of homeworkers may participate in recreation camp activities.

Finally, it may be said that homeworkers enjoy the same rights and privileges as all other cooperative employees, including annual leave (maternity leave for women), right to pension, medical care and other benefits. Nevertheless, development of the homeworkers' scheme does present serious rehabilitation problems in that it covers large numbers of widely dispersed disabled persons.

8. VOCATIONAL AND SOCIAL REHABILITATION SERVICES FOR DISABLED PERSONS, DEVELOPED WITHIN THE CONTEXT OF SOCIO-ECONOMIC ACTIVITIES OF INVALIDS' COOPERATIVES

by Boleslaw Trampczynski
Head of Research
Polish Invalids' Cooperative Union

As mentioned in previous papers, great importance is attached in Poland to the development of the cooperative movement for employment and vocational rehabilitation of disabled persons. Deep-rooted and long-standing traditions of cooperatives in this country coupled with the initiative of disabled ex-servicemen wishing to promote mutual self-help projects to participate in the normal social and economic life of the country - these are the basic factors leading to the development of the nation-wide programme of invalids' cooperatives which provide for rehabilitation and employment of the disabled on such a large scale.

In brief, I would like to mention the great contribution of the entire Polish cooperative movement in our national economy, based on long experience dating back to the period before the First World War. In Poland, there are now some 10,000 cooperatives of different types, such as urban consumers' cooperatives; rural cooperatives for supplies and sales; milk and horti-agricultural cooperatives; saving, loan and building societies; work, invalid, health and school children's cooperatives, etc.The total percentage of cooperative participation is about 65% in the retail trade and catering; 75% in purchases of agricultural and breeding products; 70% in national housing and 11% in manufactured goods.

It is worthwile mentioning that the first cooperatives of disabled persons were established in Poland as early as 1919.

the impetus coming from the disabled veterans' associations. Between the two World Wars, the cooperative societies were, in general, economically weak and many of them failed to survive. Their services did not include rehabilitation, as the subject was not sufficiently wellknown at that time. Nevertheless, these cooperatives did indicate the desire of the disabled to work together in a spirit of self-help and mutual aid.

After the Second World War, disabled veterans were again the initiatorcs of an invalids'cooperative movement, an initiative which was well-timed. In the immediate post-war period of the country's reconstruction, following catastrophic war and occupation damages, when the whole nation suffered a shortage of manpower, the Government had no possibilities or means to provide for the vast numbers of disabled veterans and those civilians who became disabled during the Nazi occupation;to provide them with social rehabilitaion, to train them for some profession or job and to prepare appropriate work posts for them was out of the question at that time. The disabled, however, did not wish to remain inactive and wait for outside possibilities of solving their rehabilitation and employment problems. They started, therefore, to establish cooperatives and joined together in creating work opportunities, thus directly contributing to the restoration of economic life in Poland.

The cooperative type of organisation also seemed to provide a very useful medium for the vocational rehabilitation and employment of the disabled as well as making a meaningful contribution to the national economy and fulfilment of the social programme planned by the State.

Let me try to answer the question "What are the main aims and objectives of invalids'cooperatives in Poland?". Their organisation is based on productive work and represents a voluntary and autonomous association of disabled persons.

The main aim is to develop economic activities through the personal contribution of the work of each of its members; an equally important aim, resulting from the very structure of the cooperatives, is to provide social and educational services according to the members' needs. In our opinion, the utilisation of this organisational framework for the employment and rehabilitation of the disabled is the direct outcome of combining in one body economic activities with those of a social and educational character, i.e. the combination of economic viability with social values.

In order to take a closer look at the subject, may I give special consideration to two basic factors, namely:

(a) the economic benefits derived by society as a whole from invalids'cooperatives as well as by the disabled persons employed there, and

(b) the social advantages accruing.

The economic activities of a cooperative are carried out within the framework of the National Economic Programme in accordance with general rules obligatory for all socialised enterprises. From the economic point of view, the differences between the cooperatives and other enterprises consist in the fact that the former may avail themselves of some preferences and privileges to offset rehabilitation costs and higher production overheads resulting from the large-scale employment of disabled persons. The said preferences and privileges enable cooperatives to provide jobs for seriously disabled, for example, through the concession that selected products are to be manufactured exclusively by cooperatives. The cooperatives therefore have to be economically viable, manufacturing goods and providing socially useful services at nationally established prices; moreover, they are obliged to accumulate means necessary for the further development and modernisation of plants. Such profitable organisation, aiming at the wide-

male employment of disabled persons. Because not only a good livelihood for its members but also benefits the State as a whole.

The main factors in the development of invalids'cooperatives are therefore:

- the share in market supplies and services,

- their participation in the development of the country's economic potential.

The contribution of disabled persons associated in cooperatives to market supplies and the rendering of services is expressed in terms of value of manufactured goods and services. For example, the value of goods produced by invalids' cooperatives compared to over-all production in our socialist economy amounts to 1.2%. This apparently insignificant proportion becomes important the more one realises that the products are manufactured by disabled people who were wholly or partially unfit for work prior to their rehabilitation. It should be emphasised too that products made by this group of people do not differ from those of other manufacturers as to quality, price and attractive sale features. It may be said, therefore, that the extension of the country's economic potential was due in some way to the profitable output of disabled persons, working in a cooperative setting and thus creating ever-increasing possibilities for further development.

The invalids'cooperative movement started from small beginnings with some small, antiquated manufacturing and servicing establishments. Today, the movement operates some 8,000 various economic units such as factories, services and shops and has at its disposal considerable means of its own with a tendency toward growth.

The extension of economic potential is combined with a steady increase in the number of posts and improved working conditions. These improvements and the appropriate choice of goods to be produced in cooperative workshops enable disabled persons to achieve relatively good production and a reasonably good income without increased effort on their part. The average earnings of a cooperative worker do not differ very much from those of industrial workers in other enterprises in Poland.

Another factor favouring wide-scale development of rehabilitation and working conditions and particularly a good wage structure is the financial assistance provided by the State. This assistance takes the form of granting reductions in income and turnover taxes. This preferential tax system has an important bearing on the development of invalids'cooperatives, acting as it does as an incentive to employment of the disabled (at a defined rate of quota in regard to the total number of personnel) and the organization of suitable sheltered employment conditions. The privileges in question act also as incentives towards improving the cooperatives'organisational and economic capacity, since, as a consequence of higher accumulated funds, a cooperative has greater means at its disposal if excused from income tax altogether or at a 50% rate.

The economic advantages resulting from the employment of disabled persons in cooperatives are not the only ones, for it should be remembered that the economic benefits are utilized to develop social and educational services in cooperative establishments. Such services are essential, as many disabled persons on entry to a cooperative may have been isolated from normal social contacts for many years; they may lack confidence and suffer from nervous disorders which may be a side effect of physical disability.Sometimes latent disabilities come to light.Those with sensory handicaps may have particular difficulty in making social contacts and integra-

ting into normal everyday life. Since the shape of human individuality depends upon relationships with other people, it is necessary to act in such a way to avoid the isolation of a disabled person from the community. This aim can be achieved through strengthening the links between the disabled persons and society, particularly through the medium of suitable employment.

To help offset side effects of disability (secondary disability), appropriate psycho-social conditions of work are required. These include a good working environment, integration incentives, possibilities for vocational and social advancement. Such conditions exert a favourable influence on the mental outlook of the disabled person and also help to give him insight into his own problems. The very nature of the social-education content of the cooperative programmes also facilitates and encourages the integration process.

The social and educational activities of cooperatives are based on two elements: indirect activity which covers all forms of education and training, and direct activity resulting from participation in the cooperatives' work which, by its very nature, is self-educational.

In Poland, there are many and varied forms of education available in specially established institutions in line with government policy. Nevertheless, the cooperatives are obliged to fulfil their statutory duties in respect of the many disabled persons they employ and, in particular, to those who have difficulties in availing themselves of normal cultural and educational life. To this group belong the blind, deaf, mentally retarded and mentally ill. In this connection, the cooperatives are organising in club-rooms and community centres, on their own initiative or together with the state centres of culture and with the participation of qualified persons, various educational courses, lectures, discussion groups, competitions, exhibitions, shows, social meetings and other similar events.

Various library facilities are also available to cooperative members and these too help to supplement the training self-education of the disabled. An amateur entertainment movement is also active in the cooperatives, consisting of various forms of entertainment, such as musical, theatre, choir, dancing and other ensembles; also interest or hobby circles. Other very popular cultural and educational activities include tourism, group visits to concert halls, theatres and cinemas.

Indirect social and educational activities are considered to be an effective medium for the social adjustment of disabled persons as they help to increase social consciousness and participation in cultural activities. Thus, various aspects of cultural and educational life, encouraged by the cooperative, enable the disabled members to become involved with the normal life of other communities.

While considering the great value of cultural and educational activities in relation to the social rehabilitation of disabled persons, it is worthwhile mentioning that cooperative administration which involves the direct participation of its members in management aspects is in itself a valuable socio-educational experience.

This direct form of educating members is based first of all on the autonomous and democratic structure of the cooperative. The main elements of this structure are: the filling by the members or by their representatives of all administrative posts in the cooperative; the general right of choice of and eligibility for representation in all decision-making autonomous bodies of the cooperative; collaborative efforts of the various self-governing bodies; internal day-to-day control of cooperative activities by members themselves and, most important of all, the bonds forged between the cooperative and its members.

The right of each member to vote and to decide collectively on statutory questions, common ownership and objectives as well as financial obligations are the main factors integrating the membership and encouraging them to take a deep interest in the mechanism of administration.

The dual character of cooperative operations involving the simultaneous implementation of social and economic activities seems to be an ideal arrangement for the rehabilitation of the disabled. Such an approach ensures that any policy of protection and care for disabled persons includes the participation of the disabled themselves. In line with the approach to vocational rehabilitation of the disabled, protection and care programmes should be positively oriented with the emphasis placed on the abilities and skill potential of the disabled and their need to acquire a feeling of dignity and personal independence. As such, a disabled member of a production cooperative is actively participating, personally or through the intermediary of autonomous bodies, in managing the activities of the cooperative unit, and is able to take part in the formulation of policy affecting the working and social life of himself and fellow members.

Being involved in management and decision-making, the disabled member of a cooperative helps to influence the future trend and scope of activities; at the same time, he is a consumer of the services provided by the cooperative in question.

The dual role of cooperative members permits, through this democratic management and decision-making procedures, the development of a sound, effective programme of rehabilitation services for disabled persons, particularly in so far as scope, quality and content are concerned. Decision-making, therefore, for the smooth running of a cooperative, its production and comprehensive socio-rehabilitation services, is

in the hands of the cooperatives' disabled members.

In addition, in order to have a full picture of the effectiveness of the cooperative formula of administration for employment of the disabled, it is necessary to mention the problem of cooperative working relationships and their effect on the rehabilitation of disabled persons. The law on cooperatives and their unions in Poland defines the relationship between a production cooperative and its members. The cooperative on the one hand is obliged to provide the member with a job, whilst on the other hand the member has the right and duty to work for the cooperative. The said relationship ensures the stability of work for the associated members which is of a great importance to those facing difficulties in obtaining employment on account of their limited ability. The principle of work stability may be considered as a strong argument when assessing the effectiveness of the cooperative formula. Nevertheless, the question of permanent employment of the disabled in a segregated group has always been a contentious question in the field of rehabilitation.

Some social workers are of the opinion that the employment of the disabled on a segregated basis may prevent them from becoming integrated in society and, through their isolation, result in the formation of separate communities. This may be true in regard to the disabled placed in institutionalised workshops, separated from active social life, but it is emphasised, however, that invalids'cooperatives do not fall under this category. It should be remembered that disabled persons employed in cooperatives have permanent contact with the ablebodied who on average represent some 30% of the total staff. Moreover, a cooperative maintains close relationships with other enterprises and institutions of a social and educational character. Cooperative specialists stress that "as a result of the cooperative's relationship with social and public institutions, i.e. with customers and consumers, the employees have a certain feeling of so-

lidarity with the rest of society."[1] This factor strengthens the feeling of social usefulness and strengthens indirectly the links between the disabled and the public.

As mentioned already, the psycho-social aspect of working conditions in invalids'cooperatives, by the very nature of its social and educational functions, helps to create feelings of well-being and confidence among the disabled employees; their participation in joint management calls for initiative and close involvement in the cooperatives' affairs which embrace many and varied aspects of social life.Therefore, the invalids'cooperative organisation provides ideal conditions for the integration of its disabled members with the community in general.

As to job security for the disabled workers, the lack of it could essentially change the character of the cooperative, which is so dependent on the mutual aid of members,identification of individual interest with that of the community,as well as the bonds of the membership and self-government.Stability of employment has a decisive impact on the economy of the cooperatives, for it has a bearing on such factors as work efficiency, quality of staff, work routine and workers' integration. It should be mentioned, however, that as in other enterprises, disabled persons are employed in cooperatives on a voluntary basis and have the full right to change their job. Those disabled, whose condition improves very often move on to normal establishments for various reasons, i.e. for professional advancement or return to a former job. This movement is regarded as a healthy trend and an indication of the satisfactory outcome of vocational and social rehabilitaion of the disabled in the cooperatives.

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1) J.Holski. Cooperative autonomy of work, CISP, Warszawa 1957, 26 pp.

I fully realise that this paper, which deals with the problem of rehabilitation and its effectiveness within the context of the invalids' cooperatives in Poland, is far from comprehensive. It is quite obvious that there is a continuing need to improve and extend the social and educational functions of cooperatives and adjust them to the rehabilitation programme. Only in this way can we ensure that their disabled workers and, indeed, society as a whole derive the maximum benefit from the valuable socio-economic services which they provide.

9. WORK FOR THE DISABLED IN THE USSR

by George Clochnovitch
Ministry of Social Security, Minsk, BSSR

First of all, allow me to express our gratitude to the organisers of this international forum for providing the opportunity for us to exchange our experiences and information on matters related to the vocational rehabilitation of the disabled and to discuss the existing problems and the ways and means to resolve them.

In our country, a variety of measures are being taken to preserve the health and capacity for work of the population which contributes to the constant reduction of morbidity and disablement.

Providing suitable employment is one of the important social forms of assistance to the disabled. Those disabled who continue working without endangering their health experience a profound sense of moral satisfaction in addition to material security. The recognition of their public usefulness has a favourable influence on their entire way of life and raises their prestige in the family and in society.

The Communist Party, the Soviet Government, the State bodies and public organisations of our country show great concern for the disabled in order to satisfy their vital needs and requirements.

The disabled are eligible for a broad range of benefits and advantages in the area of medical treatment, leisure, work, daily life, transport and other services, and even those who continue to work, receive pensions at the expense of state and public funds without any reductions or contributions from their own incomes.

A whole set of measures are systematically implemented to prevent disablement and to socially rehabilitate and reintegrate in working life those who have lost their capacity for work.

In our country we have no unemployment problems. Every citizen, including the disabled, is granted the right to work by the Constitution of the USSR, i.e. to guaranteed employment, including the right to choose a profession, the type of occupation and work in conformity with his vocation, skills, vocational guidance, education and taking into account social requirements.

In the USSR the employment of the disabled is based on principles which assist them to acclimatize to socially useful work without any prejudice to their health and taking into account their personal wishes.

This is achieved through training the disabled for work, by selecting the job best suited to the general health of each individual, by recognising the special conditions of the job in question and also by supervising the correct application of jobs performed by the disabled and their general health status. All these measures are fully implemented at the expense of the State.

Provision of vocational guidance and employment services for the disabled in the USSR is regulated by legislation.

It is the duty of medical and vocational expert Commissions, operating under the aegis of the social security services, to determine the conditions and types of work best suited for the disabled.

In conformity with the Regulations, the Commissions are obliged, in each individual case, to determine the type of work suitable for each disabled person as well as the conditions of work and the measures which would assist in

restoring impaired working capacity of the individual concerned, i.e. restorative treatment, vocational guidance, the equipping of prosthetic appliances, etc. This was reflected in the conclusions of the Commissions in a vocational Recommendation which constitutes the only document to determine the best form of employment for the disabled. The indications of a vocational Recommendation on the type and condition of work for the disabled is binding on the administrations of enterprises, institutions and organisations.

Employment of wage earners and salaried employees who have become disabled, is usually the responsibility of the management of the enterprise at which the worker partially lost his capacity for work. In the absence of suitable working conditions for the disabled at that same enterprise, the relevant management is obliged to assist them in finding a job in another enterprise through the employment or social security services.

In order to achieve these objectives, enterprises reserve up to 2 % of their overall available jobs for the disabled.

The directives of the employment and social security services concerning the disabled and their placement in jobs is binding on the management of enterprises.

Trade union, health and community organisations participate actively in organising employment while the social security services provide supervision and regular assistance. At many enterprises affiliated to trade union organisations, ad hoc committees are set up to ensure that the disabled are suitably employed and to monitor the measures taken to improve their working and living conditions.

In the USSR the introduction of the disabled to work is carried out by taking into account the organisational forms of employment.

The most widespread form is the employment of the disabled in enterprises and institutions that offer the usual working conditions, where they may be employed on jobs that are recommended by medical and vocational expert Commissions. It is under these arrangements that the majority of the less severely disabled are employed.

Another form of employment is the provision of work in special enterprises and workshops (uchastkii) for those disabled who can only work under special conditions. This category, as a rule, includes those who are suffering from one of a number of serious ailments, such as nervous or mental diseases, cardiovascular diseases, impaired vision, impaired limb functioning and others.

Special requirements are in force for those enterprises, workshops (uchastkii) relating to the rational organisation of work of the disabled, their employment and leisure, dieting, medical treatment etc. The production standards for employed disabled persons have been lowered by 20 %, their working day has been reduced by one hour while their annual paid leave is increased by 24 working days.

With the object of making it economically attractive for enterprises to employ disabled persons, such enterprises are granted certain concessions whereby they can utilise up to 30 % of their profits to improve the social, cultural and housing conditions of workers.

Special enterprises also include educational and industrial enterprises run by regional societies for the blind and the deaf. These are to be found in every province, krai (administrative division of the USSR) and major town and fully satisfy the employment requirements of the disabled. Practice has shown that educational and industrial enterprises offer the most effective form of employment for blind and deaf persons, providing as they do all the necessary industrial, cultural, safety and health conditions to help maintain their

remaining ability to see, touch and hear.

For the severely disabled who cannot work in general or special workshops, there is yet another form of employment - work at home.

The disabled working at home are provided by enterprises with the necessary working tools; the material they require is delivered to their homes and the finished products are also collected. This is a comparatively new method of organising work for the disabled and is becoming increasingly widespread.

Questions pertaining to the organisation of suitable work for the disabled are constantly being examined by the Party and Government, and specific measures are taken to further improve this important social sector. New ways and means are being sought to further attract disabled persons into working life, to expand the network of specialised enterprises that accept the disabled, to identify more jobs that may be performed in the home, to extend and establish new comprehensive centres for the social and vocational rehabilitation of the disabled.

10. CLOSING ADDRESS

of Mr. Henryk Bialczynski
Under-Secretary of State
Ministry of Labour, Wages and Social Affairs of the
Polish People's Republic

Ladies and Gentlemen,

It is my not too pleasant duty to close the first part of the European Symposium on "Work for the Disabled - Vocational Rehabilitation and Employment Creation".

I refer to it as "not too pleasant" a duty as it means saying goodbye to you the delegates who have worked so well together with us in such a friendly and cooperative manner.

You have spent five busy days here in Poland. Apart from the specialised lectures, you have had the opportunity to visit our cooperatives and State enterprises where the disabled are employed. You have seen how we help to restore the working capacity of our disabled people in rehabilitation centres and to provide them with rest and recreation in very pleasant surroundings. You have also seen some of the historic monuments of the Polish nation.

I am pleased too that you were able to find time during this busy week to discuss what you have seen and to exchange ideas and impressions. The written material we have provided on all the facilities you have visited will, I hope, be of value to you when the overall assessment of your week's programme is made.

From the outset we tried to ensure that the Symposium programme was as practically oriented as possible. This was a difficult task entailing as it did, a combination of visits,

lectures and discussions. It was indeed an intensive programme but one to which you have responded with such interest and enthusiasm as evidenced by the questioning of lecturers and the professional staff in the cooperatives, rehabilitation centres and other places visited.

The practically oriented programme was made possible thanks to the whole-hearted cooperation of the Katowice voivodship authorities, the Central and local Unions of Invalids' Cooperatives, the health service and local enterprises. I feel sure you will agree that, in line with the long-lasting traditions of Polish hospitality and friendliness to visitors, they ensured that no door was closed to you, our guests from the whole of Europe, and that they did everything possible to make you welcome. All this made it possible for us to present to you the practical examples of Polish models of rehabilitation and employment of the disabled.

So I would like to extend my thanks to our voivodship hosts, to the workers of the cooperatives and health service and especially to Mr. Voivode Gorczyca, Chairman Mr. Pleszka, Mr. Switlak and Mr. Paśko, for their great help not only in presenting the Symposium programme but also in organising such an imposing exhibition in our Symposium building.

Ladies and Gentlemen, we leave the evaluation of our vocational rehabilitation activities in your good hands and hope you can make use of our experiences. We realise - and we have never tried to hide the fact - that there is still much left to be done in this field and in improving working and living conditions of the disabled. I may assure you that our limited means are the only obstacle in speeding up the rate of progress. Poland is not a rich country; one must remember our hard past, underdevelopment in the pre-war period and our tremendous casualities and material losses during the war itself.

We know that we must develop better working and living con-

ditions through our own efforts; as you have seen this aim includes the disabled who are and must be self-sufficient. Indeed Polish disabled people are proud of their self-sufficiency and ability to manage things. They are specially happy when their efficiency at work and economic effectiveness are better than that of their able-bodied colleagues.

But this does not mean that we are marking time. For example, only today I attended a conference at the Ministry of Mining Industry which is situated here in Katowice, the subject of which was related to the further improvement of working conditions in the mining industry. The Deputy Minister of the Mining Industry, Mr. Krocsek, assured me that by 1985 every coal mine will have a fully equipped centre of health and vocational rehabilitation. Moreover, at the same time every branch of industry will provide pensions for their most severely disabled workers. The Ministry of Mining Industry will also provide funds for the next 150 places for miners at the Repty Rehabilitation Centre.

My colleagues, headed by Director of Department, Mr. Andrzej Rusbek, the representative of the Minister of Labour, Wages and Social Affairs, will now go on to Sweden, together with all our guests. For many years now we have enjoyed warm and friendly relations with our Swedish colleagues.

The opinions you have expressed here during our meeting will certainly help us in our future work and we shall also benefit from the experience of seeing the highly efficient and technologically advanced programmes in Sweden. We should be grateful to our Swedish friends for the lead they have taken in recognising the needs of disabled persons and their human approach to meeting those needs.

Ladies and Gentlemen, this Symposium has provided representatives of 18 European countries, specialists in various fields covering the vast area of rehabilitation and employment of

the disabled, with the opportunity to meet and exchange ideas.

Our main contact for cooperation in this field is the International Labour Organisation which contributed to and cooperated in the organisation of this Symposium.

All countries represented here are members of the ILO; they support its ideas and put its Conventions into practice. In principle we - the members of the ILO - create its policy and the substance of its Conventions. The Polish People's Republic also tries to actively influence the ILO's policy. The Polish initiative to formulate a Convention on the Right to Work, which also includes the disabled, is an example of such initiative currently being examined by the ILO bodies.

On behalf of the Ministry of Labour, Wages and Social Affairs, may I express satisfaction with the fact that the ILO management so actively supports all the initiatives aimed at the improvement of the situation of working people and their working conditions.

I should add that various international meetings organised by us in Poland on safety at work and the prevention of disability through improved working conditions have also received ILO support. I have in mind SECURA 75 and SECURA 78 and I hope that also SECURA 82 which we have already started to prepare will attract the same effective support.

I feel sure, even after this Symposium has completed its work, the ILO will still continue to promote further exchange of information and experiences among the Symposium participants.

On behalf of the Polish central and local organisers I express our readiness to be at the disposal of our individual guests and the ILO to help with such exchanges.

Furthermore it is highly probable that some of you would like to visit Poland again or that you will send your col-

leagues here to widen and enhance their experience. We will do all we can to satisfy all such interests.

Finally, I would like to express our thanks to you the participants of this Symposium for your interest in Polish experiences; to the authorities of Katowice voivodship; to the invalids' cooperatives; to enterprises and health services for their help in presenting Polish achievements. I also extend our whole-hearted appreciation and thanks to the organizers of this Symposium for their devoted conceptual and organizational work and for implementation of the Polish part of this Symposium.

(iii) [illegible] in India

11. HOW TO PROVIDE WORK TO THE DISABLED DURING A RECESSION - SWEDISH EXPERIENCES

by Dagmar Ellegaard
Under-Secretary of State
Ministry of Labour, Sweden

In Sweden, as in the other Western countries, the oil crisis of 1973-75 marked the prelude to a deep and prolonged recession. This recession came later in Sweden than in other countries. In Sweden, as in other industrialised countries, it has been deeper and more severe than any previous recession during the post-war era. Demand has been very slack at the same time as costs have risen very steeply; the rise was particularly steep in 1976 and 1977. In Sweden as elsewhere, this stagnation has reduced the possibilities of maintaining full employment by means of traditional measures of economic policy and labour market policy.

When it became clear that the Swedish labour market would be affected by the international recession, it was decided to give employment policy something of a new direction. The first main principle established was that employment policy should concentrate on trying to avoid lay-offs and dismissals due to cyclical fluctuations of a more short-term nature. Changes which could be considered more specifically structural were not to be impeded. On the contrary, they were to be facilitated so that they could be accomplished in a manner which was socially acceptable to the individual.

The second main principle was that vigorous measures were to be taken to provide jobs for unemployed people.

Great importance has therefore been attached to avoiding closures of firms which are thought capable of surviving and developing in the long run. One reason for this emphasis is that handicapped and elderly workers are usually harder hit

than others by closures and lay-offs. We know that 10-20 per cent of the employees of Swedish industrial enterprises suffer from functional impairments which would make it very hard for them to find new jobs in the open market if they were to be made redundant. In certain sectors, e.g. textile and clothing manufacturing, the proportion of elderly workers is much greater, added to which this type of enterprise centres on certain regions. Thus, the best way of securing the jobs of handicapped persons during a recession is to avoid redundancies.

Possibilities of this kind were strengthened in Sweden with the entry into force in 1974 of the Security of Employment Act, which puts elderly and occupationally handicapped workers in a particularly favourable position where lay-offs and dismissals are concerned.

One of the first measures to be taken when the recession began to make itself felt in the labour market was for commodity-producing enterprises to be given the opportunity of stockpiling their output and of drawing on the investment reserves which, with public support, they had accumulated during the preceding boom period. Among other things, this has made it possible for firms to sustain the level of employment by stockpiling their output pending a recovery in demand. Firms were then given wider access to training subsidies of various kinds. The most frequently used system, known as the "25 kronor"-system, entitled firms to state support of 25 Swedish kronor per hour for arranging further in-plant training during working hours. This training was given to employees who, on account of the slackness of demand, were not required in the production line. One of the conditions attached to this training support was that notice of dismissal should be withdrawn in the case of employees who were to take part in the training. One of the important advantages of this type of assistance is that it provides a qualitative reinforcement which firms will find useful, not least when the wheels begin turning faster. Another alternative was for firms to

be given the opportunity of sending employees on further training courses at AMU (= labour market training) centres and in the meantime hiring replacements referred to them by the Employment Service.

In certain cases - steel, for example - special support was given to firms retaining redundant occupationally handicapped employees who would otherwise have been given notice - mainly elderly and handicapped workers - and putting them on rebuilding and maintenance or other duties. In the textile and clothing industry special forms of support were introduced for firms with a large proportion of elderly and, consequently, disadvantaged employees.

Towards the end of the recession, the support given to firms for the maintenance of employment was scaled down. Instead, recruitment subsidies were introduced to encourage firms to bring forward the personnel recruitment which was expected to accompany a future economic recovery. The idea was that unemployment would be more rapidly reduced in this way and that at the same time trained labour would be ready to cope with rising demand. This would serve to reduce the bottleneck problems which most often develop in the economy when there is a steep rise in economic activity, viz. labour shortage, wage slip and inflation. Recruitment subsidies could be combined with the improved grants introduced in 1977 towards semi-sheltered employment for handicapped persons. As a result of these new grants, the number of persons in semi-sheltered employment expanded throughout the recession, mainly because of the growing volume of activities in the public sector.

The special adjustment groups set up in a large number of firms during the 1970s (see separate paper) have created wider opportunities for transfer to new duties, e.g. rehabilitation and internal or external retraining for new duties within the same firm. State financial assistance towards the adaptation

of workplaces and towards the provision of technical aids for handicapped workers has been substantially increased.

The number of sheltered workplaces also rose steadily, mainly because special workplaces were established by public authorities and voluntary organisations for what are termed archive workers. Relief work projects for unemployed handicapped persons were also greatly expanded.

The rapid structural changes which have occurred during the past few decades - with the consent of the trade unions - have reduced the volume of industrial employment. About 80,000 job opportunities have disappeared from industry during the past three years.

In spite of this, it has been possible to increase the total volume of employment, thanks to the heavy expansion of employment in the public sector, expecially in health and medical services, care of the aged and child care. This has mainly served to increase the job opportunities available to women. To a great extent, it has also been possible to provide new employment in the public sector, either directly or via measures of labour market policy, for those employees who, in spite of all measures to the contrary, have been made redundant in the manufacturing sector.

Have we been successful? Generally speaking, the policy we have followed has made it possible for unemployment in Sweden to be kept lower than in other countries despite the depth and persistence of the recession. Unemployment has been in the region of 2 per cent. This has probably done a great deal to help handicapped persons in employment, but on the other hand, great efforts have had to be made for handicapped persons entering the labour market or, in spite of all efforts to the contrary, becoming unemployed. Despite these efforts, too few of the handicapped have obtained regular jobs. We have to admit that measures on behalf of unemployed persons have not yet become sufficiently effective and successful.

Some of these people have obtained sheltered employment or semi-sheltered employment or have been employed on relief work projects, but too many have abandoned their contacts with the Employment Service without having obtained employment. Nor can we disregard the fact that many elderly and handicapped persons have vanished from the labour market statistics because they have been awarded disability pensions, partly on grounds of labour market policy. Thus, between 1967 and 1978 the number of persons receiving disability pensions rose from 145,000 to 225,000, which can only be termed a very steep rise indeed. The number of new pensions and temporary disability pensions awarded varied between 43,000 and 50,000 per annum between 1971 and 1978.

Probably one reason for the inability of handicapped persons to hold their own in competition for jobs in the open market is that, apart from the special forms of support for their benefit, a variety of subsidies and grants have also been paid for the benefit of other groups encountering difficulties in the labour market, e.g. elderly persons, young persons and women. Thus although unemployment today, officially speaking, is low, one has to bear in mind that more than 5 per cent of the Swedish labour force (totalling some 4.1 million employees) are now involved in various measures of labour market policy, including about 2 per cent in sheltered and semi-sheltered employment. Between 25 and 30 per cent of the total number of persons affected by measures of labour market policy can be termed occupationally handicapped. To this is added the rising number of persons receiving disability pensions. At the same time, however, the rise in the number of disability pensioners in Sweden has been low by both Nordic and international standards.

Thus, it is fair to say that we have to a considerable extent successfully prevented elimination of the disabled from the labour market by means of various measures to forestall lay-offs and dismissals and to encourage retention of the existing

labour force in enterprises. On the other hand, we have not done as well as we would have liked on behalf of unemployed people. We are now concentrating our efforts on a reinforcement of measures on behalf of these groups. Recently - on 15 March - the Riksdag (Sweden's parliament) resolved on substantial improvements to benefits for the occupationally handicapped. We hope that these improvements will produce substantial results in the economic recovery which is now faintly discernible ahead of us.

12. THE DISABLED ON THE LABOUR MARKET

by Raj Westergård
Labour Director
Head of the Employment Service in Denmark

May I start by thanking you for having invited me to come up here and give some personal points of view on the topics that are treated in this symposium. I found a note in the letter I received from those who have arranged the symposium saying that the main purpose of the symposium is to exchange experiences and to create new ideas in the area of disabled persons. I will try to contribute to the symposium a little different from what has taken place so far during this morning. I have noticed that the interventions, that we have heard, have placed great emphasis on the instruments that already exist in the Swedish economy. Reference has been made to Polish economy; we have heard about international preparations for the international year of the handicapped; we have heard about the ILO activities in these areas. What I will try to do, is to cast some light over the problem from a slightly different angle - you might say from a more fundamental or theoretical point of view - in order to find ways and means that we might switch to in order to give handicapped people a more decent treatment on the labour market. These were my introductory remarks. I will start with a few rather elementary observations about the development on the labour market in the Scandinavian countries.

First of all you will have observed already that in this area of the world we distinguish very clearly between two sectors, the public sector and the private sector. This distinction is certainly of great importance for the topics we discuss today. As you already know, we have seen certain changes between these two sectors: the public sector has been expanding very rapidly in Sweden, as was shown by Mr. Eliasson a

moment ago, but the development is just the same in all other Western European countries and certainly so in Scandinavia. We have at the same time noticed that in the private sector the jobs which consist in manual work, practical work so to say, has been steadily declining and the number of jobs in this area has become smaller and smaller year by year. The area in the private sector that has been expanding is the administrative junctions, the commercial activities, planning activities and the like. This has of course a very fundamental influence on the way in which we work with handicapped people, because it has created, so to say, a dual labour market, a double or twofold labour market; one labour market where you have very little competition with other firms and factories (true especially of the public sector). And another part of the labour market, the private sector, especially the goods-producing private sector, where you have n ever increasing competition between firms, not only within Sweden but between Sweden and foreign countries. This has of course meant that the need of a higher degree of productivity in the private sector has become a problem in all our countries. It has taken away certain jobs in what you may call "social pockets", i.e. small areas where you could accept anybody, also those with a low productivity, to take a job and be gainfully employed in the labour market. We have seen in our economies that all these small jobs in the social pockets have more or less disappeared, and that the labour market in the private sector has developed in a way which makes it necessary to keep up with the high productivity which puts stress on anybody belonging to the weaker parts of the labour force. In this development the public sector has so to say changed its attitude towards the problem - it has become the last resort of the handicapped people, unless very specific measures are taken in relation to the private sector, as indicated also by Mr. Eliasson. If we try to look a little ahead - and I noticed that one of the questions raised here was the question "what is the future in this development?" - I would like to join the previous speaker by saying that according to my experiences this development

will go on and it will become even more complicated for persons with low productivity to gain a foothold in the normal competetive area of the labour market. This has a very fundamental influence on our way of thinking in this area. I think it is necessary for me to use a model in order to demonstrate in what way it influences our thinking, at any rate in the country where I come from.

If we by this model indicate the total number of jobs on the labour market (in Sweden it could be 5 millions, in Denmark 2.5 millions, in Poland, if my memory serves me correctly, there are about 20 millions jobs at the labour market). If this here indicates or symbolizes the total number of jobs, it is a very fundamental and elementary observation that nobody will be able to perform any job on the labour market. In that respect we are all handicapped more or less. There are certain barriers or restrictions for our ability to take over jobs. For the benefit of the discussion I want to divide these barriers into two groups. The first I would like to indicate by the letter H for those which have something to do with health conditions. It means that the person in question cannot take over a job here due to his health condition, but can take a job which is inside this area. You might say that this shadowed area here is an indication of the fact that some jobs might be mastered better than others, i.e. you might be able to hold a job there, but you are not efficient enough to be here. When we are discussing disabled and handicapped persons, we all know that there are other barriers against gainful employment on the labour market. If I may use the letter O to indicate the other barriers, I could indicate it in this way, which of course also has some kind of shadowed area where you can do a job more or less efficiently. We have to think of these other barriers in just the same way as the health barriers, because they might be restrictions to your access to the labour market just as complicated as those which are caused by your health condition. Of course you see very clearly now that the area where you can obtain a job is the overlapping

area. This is the area where you meet both the health conditions as well as all the other conditions that might be training, education, geographical position of the job etc.

Now let's define rehabilitation as the activities to create an overlapping area. If you for instance have a situation where the H and the O have no common area, it does mean that you have no possibility to place a person on the labour market, because it does not meet both types of criteria. Rehabilitation is therefore very often considered to be the job of creating overlapping areas between these two things.

What can we use these models for? I think there are a few very important observations to be made. Firstly, as I said, everybody is handicapped. And there is only a difference of degrees between the totally normal person and the seminormal person on the labour market. There is a difference of degree between them, but it <u>is</u> only a question of degrees. It is also very important to observe that even if you have a person who is more handicapped physically or mentally than another, this does not necessarily limit his possibilities on the labour market. Take for instance a situation where you cut off this part of the H-area. This does not in any way influence the handicapped persons ability to take a job which is covered by this overlapping area.

I think it is necessary for our discussions further on to observe these two distinctions. I could perhaps also say that the overlapping area is the area where the handicapped and other weak groups have an opportunity to hold a job on the labour market.

Now, to come back to Mr. Eliassons starting point: we started by the year 1974/75, and we indicated how the low degree of employment has influenced Swedish economy as it certainly has all other countries'. How does the low degree of employment influence this model of thinking? It does influence it in the way that employers put more requirements on the persons they

want to employ. It is not so easy any longer to obtain a job, when you are at a labour market dominated by unemployment. You could indicate it by saying that it does limit the area in the following way: a decline in the degree of employment certainly limits the total area, where you can get a job. This means of course that a reduction in the degree of employment not only influences handicapped people, but also normal people. If you for instance take a man who is situated here, where I put the cross, he was normally engaged earlier, but due to reduction in the degree of employment he is now out of employment, unemployed. And yet he is, according to my observations, totally normal on the labour market, which does mean that in an unemployment situation like the one we have now, you find handicapped people at the same time as you find youngsters, elderly people, and poorly trained people. This has of course meant that it is not solely dominated by handicapped people but also by the other groups indicated here. You might express it by saying (which is rather provocative - and it is meant to be so), it makes a difference to be handicapped in a situation with a low degree of employment compared to a high degree of employment. If you have a low degree of employment it is just as important for you or just as disadvantageous for you to be young, to be untrained, to be elderly, than it is to be physically or mentally handicapped. And it certainly has influenced the thinking in this area very fundamentally, because - as you can gather from these modal examples here - one of the best ways in which you can favour the opportunities for jobs for handicapped people, is to expand from these narrow angles to the bigger one. That is in my observation the same as to say: expand the total economy by giving more job offers, create a demand for labour that will certainly meet the restrictions made by employers when they put requirements on applicants for new jobs within their enterprises. You might put it provocatively again by saying, that the most handicapped-friendly policy is to create a policy for employment. You can also go a step further by saying that if you want to give handicapped people a fair share of the labour oppor-

tunities, you should concentrate primarily on the general economic measures rather than on measures that are aimed specifically at helping handicapped people to get a foothold on the labour market. This is an observation which I hope to be able to discuss with you a little later this morning, but before we do that I think there are certain other observations which follow from what I have said already. It seems to me obvious that if you want to discuss a handicap-compensating or a handicap-assisting policy it is a two-side kind of activity. You can promote the handicapped persons possibility on the labour market if you concentrate on his health and you certainly do if you concentrate on hospital training activities and what have you. But you can also at the same time observe and expand and promote his possibilities by looking at other criteria and other barriers which he faces. Therefore one of the policy consequences that follows from these observations is of course a very fundamental one: that you have to create a kind of "cooperation" between the two areas that are functioning within the two sorts of barriers. You must build a bridge between these two areas: the doctors in the hospital sector, the family adviser within the social authorities, the councellor within the employment office etc. They all have to stick together and put their activities in one basket, to create opportunities for people who are out of job because of their handicap. It certainly also does give you an idea of what kind of steps you should take in order to cope with handicapped people's problems most efficiently. First it is clear that the treatment of illnesses and the compensation of diseases is fundamental, which all of you know very well. Secondly the training within the man-power authorities takes over what hospital training has started. And thirdly the treatment of other problem areas for the person in question through municipalities and social service systems takes over from the two others. Or, to be more precise, the one just kicks the ball further on to the next. The best thing to do is of course if you start your preparatory social work before or at the same time as you start

your medical treatment and the treatment of other defects or diseases.

Another element that should be part of the total strategy is the need to find the proper job on the labour market and to do some follow-up studies to see that the placement on the labour market is efficient and corresponds to the abilitites of the person in question. To put it clearly, I would say that the distinction between the two could be helpful from a certain point of view, but it might sometimes even hinder your possibilities, because you focus too much on this area and too little on the other. So if you try to comprise both areas I think your general strategy and the efficiency of your social and labour market policy in relation to handicapped and disabled persons will become much better. I would conclude this point by saying that we have certainly in the nordic economies tried to draw the consequences from these observations through building bridges between the areas that are working with handicapped people. I can say that for instance in Denmark we have taken out of all our laws the word "rehabilitation" because it is sometimes even meaningless or misleading to use the word. If you use the phrase rehabilitation you certainly concentrate on this area. If you instead use other phrases, like adaption to swings in the economy, adjustment or what have you, you will at the same time focus on both areas which might be an advantage if you want to give the handicapped a proper chance on the labour market.

This brings me to the conclusion that if you want to have a handicapped-supporting policy the best thing to do is to create full employment. This is much more efficient and strong than any other measure you could dream of. Secondly, if you can't do that, you have of course to build the bridges through a coherent strategy so to say, trying to help the individual to get a job on the labour market. And only as a third resource, I would say, it would be an idea to try to create very specific measures that might compensate indivi-

dual problems amongst certain handicap-groups. I will very quickly go through this kind of supplementary measures that might be taken in order to cope with the problem.

First of all it has been mentioned by Mr. Eliasson that to compensate private firms for the lack of efficiency in production is one way to equalise the competition between the non-handicapped person and the handicapped person. We have the Swedish 25-kronor-arrangement which was demonstrated; we have certain other arrangements for handicapped and elderly people in the other Nordic countries as well. These methods to grant a certain amount of Swedish, Danish or Norwegian kronor to compensate the differences in efficiency is a rather new development within our societies. It has now been expanded to cover not only handicapped people, but also youngsters and other weak groups on the labour market, hit by the recession. A second point that might be worth while thinking of, is to let the public sector carry a greater share of the total social costs. This is a strategy which has been adopted by most European community countries. Those of you who are from European community countries will know that we finance much of our efforts for the handicapped through certain burdens which are placed on private firms and enterprises. It has been taken as an example of promoting handicapped people's possibilities on the labour market to take away some of these burdens or to diminish some of these burdens which they have had to carry so far. In Scandinavia we have not gone far in this direction, because our way of financing our social policy differs from the Middle European way of doing it. - Something I want to draw your attention to is, that you might make it compulsory for the public sector to take over the weak persons who cannot be used in the private sector, which is a development which has gained momentum in Denmark. For instance, we have recently passed laws that make it compulsory for municipalities and counties to take in and give normal job offers to long-term unemployed, to youngsters and to certain

groups within the handicapped-sector. If you go a bit further in that way, you may say that the Norwegian proposal for a so-called youth-guarantee - or you may call it a handicapped-guarantee - might be a way out of our dilemma. This idea was presented by the Norwegian minister of labour at a OECD-conference a year ago, where he indicated that the Norwegian society felt it to be a duty to give to every young person leaving the educational system either a job or a further training offer or a relief work or another meaningful activity instead of just paying benefits like unemployment benefits etc. The fifth point I want to mention, which also has been used in most Scandinavian countries, is to give handicapped people priority to certain jobs. This is used in the public sector as well as in the private sector; certain kinds of activities which you sometimes see in the streetr, are only open to persons who are disadvantaged on the labour market. The sixth way has been clearly explained by Mr. Eliasson a moment ago - it is sheltered employment which has certainly been used in this country to an extreme degree and the semi-sheltered employment has also been explained to you. The only thing which we in Scandinavia have hesitated very much to employ is the so-called quota-system where you make it compulsory for a firm or enterprise to employ a certain part of your jobs with handicapped people. We have always favoured that strategy, that gives the employer the impression that handicapped people are just as efficient as anybody else if they get the right place and if they get the right training. Even in a recession we should hesitate very much before we fall back on the position to help the handicapped through quota-systems.

To conclude, what I wanted with this intervention is to demonstrate, that the full employment for handicapped people is most efficiently attained by general economic measures. I have indicated that rehabilitation means creating an "overlapping area" where the handicapped are just as efficient as anybody else; and therefore can derive their salaries from

agreements between social partners which cover more or less the whole labour market in Scandinavia. And only as a third position I think it is reasonable to concentrate on other measures especially aiming at handicap-groups.

I will conclude by saying that it does mean to me that it changes to a certain degree the role of the handicap organizations. Of course it is still the role of these organizations to act as a pressure group on government and administrative bodies to persuade them to take responsibility for the handicapped. But it seems to me that there is a supplementary job which should be lifted by the organizations. That is to act as the conscience of the society for the handicapped persons. What we need from you is not only a demonstration of measures directly aimed at helping the handicapped. It is also the underlining of the fact that a recession places a very large part of the heavy burden on the weakest shoulders - amongst these is the handicap-group a very important one. But it is not the only responsibility. All those who have their hearts with the handicapped people, have a responsibility to act as a pressure group not only for special handicap measures, but also for a general economic policy that will promote the possibilities for any weak person to gain a foothold on the labour market. I think, Mr. Chairman, this might be an opening statement for a discussion. Thank you.

13. REHABILITATION IN RELATION TO LABOUR MARKET POLICY

by Bertil Rehnberg
Director-General of the Swedish National Labour Market Board and Head of the Employment Service in Sweden

The handicapped or occupationally handicapped are "people who want to work but who don't get a chance to do so". At any rate, not under normal conditions.

I do not believe that anybody in Sweden can complain about the interest devoted by politicians and others to this question over the years. For at least 35 years, investigations have been made into what needs to be done to ensure that the occupationally handicapped are given the same right to work as other people.

And, in point of fact, a great deal of progress has been made. Measured in monetary terms, infinitely more is being done today than a mere ten years ago. In Sweden, more than 11,000 million Swedish kronor were invested during the 1978/79 budget year in labour market policy (this is equivalent to 8-9 % of the national budget). A very large share of this money is being spent on measures designed to improve the job prospects of the occupationally handicapped.

But all this has been completely inadequate. Developments in working life and in other areas have led to a substantial increase in the number of occupationally handicapped people. And consequently the increased resources have been largely utilised to maintain the positions of those employed. And, if truth will out, we have scarcely been able to do this.

Ever since the 1940s, it has been ceremoniously stated that measures in support of the occupationally handicapped would be elaborated according to the "normalisation principle".

What this boils down to is that only when generally available funds proved to be insufficient would special measures be resorted to.

The inadequacy of the efforts can be measured in several different ways. In the National Swedish Labour Market Board, it is reflected in our own statistics.In recent times, we have had something like a quarter of a million job applicants per month at the employment offices. Many of them have been handicapped in one sense or another. A good 10%, or more than 25,000 of them, have had such limitations in their ability to accept work that special arrangements have been considered necessary.

We have no statistics to illustrate relative unemployment among the occupationally handicapped regarded as a group. We do know that unemployment among young people and among immigrants is twice as high as the average for the general labour force.It is quite definitely many times higher among the occupationally handicapped. In addition, their periods of unemployment are decidedly much longer than among other groups.

I mentioned the normalisation principle a few minutes ago. One implication of this was that work would be found, in the first instance, in the regular labour market.But how have things actually turned out? Well, they certainly haven't gone according to plans.In 1978, 66,000 job applicants were registered as occupationally handicapped. Of these, there were 4,100 or 6% for whom jobs were found in the open labour market under regular conditions. In addition, 1,400 applicants were found jobs in the open market immediately after relief work, semi-sheltered work, rehabilitation tests/work training, a period in workshops for general or archive work. All in all, 5,500 individuals obtained work in the open market as against 6,880 in 1977.

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I feel that I ought to say a few words about the concept of semi-sheltered employment.

Its implication is that employers are subsidised by the National Swedish Labour Market Board to the extent of 75% of the salary including sharing of costs during the first year of employment, 50% during the second year and 25% during the third and fourth years. For young people under 25 years of age with several physical or mental handicaps, subsidies are payable in an amount of 90% of the salary and shared costs for the first twelve months and 50% for the next three years. The question of further subsidisation will subsequently be considered in the light of the ability of the employee to work at that time. If subsidisation is to continue, grants are payable to the extent of 50 % or 25 % of the salary and shared costs.

A condition is that wages and other benefits are in accordance with the relevant contractual agreement.

1,680 occupationally handicapped were given new positions in semi-sheltered employment during the year.

At the present time, some 50,000 individuals are placed in various forms of sheltered work. In special workshops, in archive work and relief work operated or financed by the community. Since job opportunities in the open market are so limited, activities of this kind would need to be greatly expanded. I have previously pointed out that this is not the best solution, no matter whether it is regarded from economic, social or other view points.Despite this, investigations indicate that those who are employed on such work are nevertheless satisfied. The explanation must be that those who have replied in positive terms know what limited prospects there are for them in the labour market.

It is clear that the recession hits the occupationally handicapped more severely than others. It is easier for a handicapped individual to keep a job when the workplace and the handicapped persons have been mutually adapted to each other than to start a new one. Company closures and dismissals have placed numerous handicapped persons in a difficult situation. But the majority of newcomers to the disabled group are those who have a history of short and then longer periods of sickness,long absences from the labour market, eventually ending with premature retirement.

During the autumn of 1978, the Swedish economy began to improve progressively.Several companies are beginning to take on new employees, both as replacements and to fill new posts. And in the train of this come the reports that firms are finding it difficult to obtain the people they want.This must be viewed in the light of the fact that we have 88,000 unemployed and 165,000 individuals in various labour market supported activities - to say nothing of those who are paid special wage subsidies, for instance in the clothing, textiles, steel and paper industries.

It thus emerges that even when the situation undergoes a slight improvement, employers nevertheless consider it difficult to get the personnel they want. This obviously has something to do with the fact that some of the unemployed have definite opinions as to what kind of work they want. The recruitment difficulties may also be related to the circumstance that the unemployed live in places other than where the jobs are available. Nevertheless, I dare to assert that the difficulties are due to a very great extent to the demands imposed by the companies. And as we already know by experience, employers are more selective during periods of recession.

One company which has notified quite a considerable number of new vacancies - and this is by no means unique - will accept

older workers only in exceptional cases. The average age of the people on the company's payroll is just over 30. Every third applicant residing in the area is more than 45 years of age.A similar situation applies to women. Women account for more than half of all the potential job applicants in the area, but only a few bother to apply. And obviously things are even more difficult for the occupationally handicapped.These are by no means the only problems because the jobs which appear on the market are those which are most difficult to fill. Many of the more highly desirable jobs are filled through internal recruitment.

The risk with which we are now faced is that a further upswing in the economic climate may lead to bottleneck problems in the labour market. In all probability, we will find ourselves in the paradoxical situation with a simultaneous shortage of manpower and residual unemployment, which will have to be counteracted by continued forceful, political labour market measures. Parallel with this, both public and private employers will undoubtedly attempt to satisfy their manpower needs from outside the country, primarily from Finland, in the hope that arriving Finns will suit them better than, among others, the thousands of Finns who are already unemployed in Sweden. And in this process, the interests of the occupationally handicapped will come last.

Once again, then, the old observation will be confirmed that improved cyclical conditions alone will not suffice if the goal of providing work for everybody is to be reached.

What I said earlier about personnel policy and recruitment patterns might possibly be understood as implying that I feel that virtually all firms should be taken to task. This has quite definitely not been my intention. On the contrary, I believe it can be said that the vast majority of companies play the game according to the rules.Their task, after all, is not - at any rate, not in the first instance - to provide

work for handicapped. Their over-riding goal in the economic system in which we live is to run a profitable enterprise (and sometimes it suffices to minimise the losses).And not infrequently, this goal conflicts with the interests of society, for example, in the provision of jobs for the occupationally handicapped. We will not get anywhere by moralising about this.

But seen from the standpoint of the interests of society,it cannot be rational to pursue a personnel policy which keeps a large group of people outside production - people who must then be cared for in a manner which is inferior, both socially and from the standpoint of national economy.

Technicians and economists are supposed to be rational people. They do not resort to the biggest and most powerful machine if a work operation can be performed with a smaller one. But, and this is an important but, if the bigger machine is no more expensive than the smaller one, if the bigger one can perform more operations, if it is more flexible, more robust, etc - but nevertheless no more expensive, then it is quite likely that the technician and the economist will choose the bigger model.

And the same thing may be said of manpower. If it costs the same to employ an individual with a limited capacity for work as one who is better fitted for the task, then the choice usually falls upon the person with the greater capacity.In making this remark, I am not advocating that the occupationally handicapped should settle for lower wages. But I do believe that it is absolutely essential to develop the system of wage subsidies to companies who engage the handicapped, so that they are given a direct incentive to act in line with the public interest.We have already made some progress in this direction with the semi-sheltered employment scheme I mentioned earlier.

Money is important, but money alone does not suffice.Experience of the semi-sheltered employment scheme shows that there is scarcely a company which is likely to come along spontaneously and say "We are about to take on new personnel,and we are prepared to accept occupationally handicapped if we get a wage subsidy". Things such as this simply do not happen.For this reason, someone must be able to act as the "ombudsman"of the occupationally handicapped. I cannot see anyone more fitted to do so than the Employment Service.Provided, of course, that this Service is given resources for the task, and this is certainly not the situation today. And according to a decision taken by the Swedish Parliament in March of 1979, the Employment Offices will have their personnel requirements satisfied to only a limited extent.

Further progress will undoubtedly be achieved with better Employment Office resources and increased activities on the part of the Adjustment Groups. The Adjustment Groups, about which Margit Sjöberg will be speaking on Wednesday, have been set up to facilitate tripartite cooperation between employers, trade unions and the Employment Services with the aim of encouraging employment of elderly workers and the occupationally handicapped and to assist in relocation when this is considered necessary. All firms in Sweden with more than 50 employees should have an Adjustment Group. The responsibility for attainment of a higher level of activity on the part of the Adjustment Groups also rests to a very great extent on the Employment Services, but is primarily a matter of cooperation between parties within the firms. It is, nevertheless, important for society outside the company to participate in this work, which otherwise is likely to be distinguished by an unholy alliance between firms and trade unions. It is not so difficult to understand that a negative attitude is encountered if somebody from outside proposes that, for example, an alcoholic should be taken on as a member of a small work team.

There is also a great deal more to be done with regard to adaptation of the workplace to match the residual capacities of disabled applicants.

Technicians are still continuing to design workplaces based on the idea that some kind of standard manpower exists. And all those who deviate from this standard find it difficult to get or retain a job. When designing workplaces, it is obviously important to make allowance for the fact that not all the people who will work there are alike. Elaboration of the working environment and job organisation to allow for employment of the occupationally handicapped is therefore one of the most important prerequisites to a solution of this question.

Nor should we forget the important task of strengthening the position of the individual through improved education, work training, aids etc. This, in point of fact, is the field - and this is particularly true of education - in which the most substantial resources have been invested hitherto.

It is unlikely, however, that all the measures to which I have referred will suffice. In all probability, the ultimate goal will not be attained through compromise solutions and by voluntary means. And it is not in any way surprising to find that the Swedish organisations for the disabled return now and then to the idea of a quota legislation, although we know from other countries' experiences that legislation of this kind has had a limited effect.

The "Swedish system", which, then, is based largely on incentives, does contain a certain measure of compulsion. What I have in mind is the Promotion of Employment Act, the primary aim of which is to bring about a dialogue between the Employment Office and the employers aimed at inducing the latter to pursue a personnel and recruitment policy which benefits the occupationally handicapped and elderly workers. But in

the long run, it will also be possible for the County Labour Board to issue directions on this subject to individual companies and ultimately the National Swedish Labour Market Board may recommend that companies who are not prepared to accept given directions should not be permitted to recruit manpower other than that assigned by an Employment Office. The Employment Office, however, cannot stipulate that a certain person must be given employment.

Hitherto, the more compulsory sections of the Act have hardly been put into use. Recent developments indicate that the tone will have to be raised in the dialogue between the authorities and employers. In 1978, the National Swedish Labour Market Board issued directives to the Employment Office as to how these questions should be dealt with. But once again, this is a laborious difficult task which has not been fully implemented due to the stresses and strains in labour market policy in recent years.

I have repeatedly touched upon the consequences to our national economy of keeping the occupationally handicapped outside the labour market. This is an important aspect and there will be a great deal more to be said about it, but I will confine myself to calling attention to the fact that we, i.e. the Swedish society, will not avoid the costs merely by deciding to refrain from giving the occupationally handicapped work. These costs will be restored to society - and in greater amounts - under other headings.

And in concluding, I would like to say that this is not firstly and foremostly a matter of national economy. It is a question of individuals and their well-being. And nobody feels well when unemployed. This is very aptly expressed in the first report of the Employment Commission: "Work and its conditions form a vital part in the life of people. Work is a means of creating good material sustenance. But work also has an intrinsic value as a way towards social fellowship. Work satisfies fundamental human needs of developing and enriching life."

14. THE SWEDISH SYSTEM OF VOCATIONAL EVALUATION AND WORK TRAINING CENTRES

by Birger Sjöström
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The National Labour Market Board, Sweden

Prior to 1950, vocational rehabilitation services in Sweden, run by the Employment Service, were rather limited in scope. Following a detailed investigation by a specialised commission (1943-1948), Employment Rehabilitation Centres (ERC to use the British term) were established, primarily for the physically disabled and with County Councils as sponsors. The Councils were already responsible for most of the nation's health and hospital services, including medical rehabilitation, so the link was a natural one.

The limited medical and psychological investigative resources available to the Employment Service were considerably extended by the institutional facilities of vocational assessment and work training which the ERCs could offer.

The vocational rehabilitation activities of the Employment Service were extended in the 1950s and 1960s. Considerably more staff were recruited to staff the expanding service, and more applicants with special problems applied for assistance.

The great increase in the number of applicants registered was partly attributable to the cooperation established or envisaged between the vocational rehabilitation organisation and hospitals, clinics and various authorities and institutions concerned, especially the public insurance offices. As a result of the increased resources available for rehabilitation, new categories of severely handicapped persons, including the multi-handicapped, became eligible for vocational rehabilitation. Better services also invariably

result in more people trying to benefit from them. But the structural changes in the economy and the falling demands for labour have made it increasingly difficult for Employment Offices to place older workers with local ties and handicapped persons in suitable employment in the open labour market. These categories are therefore to an increasing extent in need of vocational rehabilitation.

It is important to stress that many ERCs have reorganised their working methods and have tried to adapt themselves to the changing labour market situation but, as demands for specialisation grew, it became evident that ERCs were not adequate to meet the rehabilitation needs of such groups of occupationally handicapped as the blind, deaf, severely motor handicapped or the retarded. It was therefore necessary to develop special courses (based on the pioneer work of the ERCs) for these categories, specially structured to meet their individual training and employment capabilities. The new service, which was organised within the framework of labour market training, went under the heading of "Adjustment and training courses" or OT for short.

OT courses include both theory and practice. The goal is to arrive at a suitable solution of the training and work problems and to arrange for a comprehensive training, with or without technical aids so that the participant is able to cope with the requirements of normal working and social life.

Yet another form of preparatory course developed early in the 1970s was the so-called "Working Life and Education" course (ALU for short). It originated as a means of assisting women applicants for employment who had not been employed for some time. It was later expanded to include young people and the disabled and included one week's theory (information on training and employment opportunities) and two or three weeks' practice at different workplaces. ALU courses have grown in scope and there are now variations from four to twenty weeks' duration designed for youth with social prob-

lems and for other impaired persons requiring a longer period of induction.

All of these forms of rehabilitation have developed in such a way that greater emphasis has come to be placed on "on-the--job" training in actual workplaces, a practice which has sometimes led to regular employment.

Developments have also justified the appointment of investigatory bodies to consider a more cohesive form of organisation, to place less reliance on psychological testing and involve the client to a greater extent in decision-making concerning his future resettlement.

A cogent reason for reorganisation is the fact that many of the employment services' clients today present complex rehabilitation problems. Many have severe social problems, together with physical and/or mental impairments. New methods of guidance and rehabilitation are urgently needed, and the investigation of the Commission on Long-term Employment Policy has resulted in a decision to establish (from 1 January 1980) special labour market institutes under the sponsorship of the National Labour Market Board and in close collaboration with the Employment Service.

Under this reorganisation, the activities of the existing vocational rehabilitation institute's OT (adjustment and training) courses and ALU (working life and education) courses will be amalgamated within these new institutes which will also incorporate the activities of the institutes of industrial psychology, which at present are separate entities.

One of the aims of the reorganisation has been to establish small, unbureaucratic and flexible units which are geographically well distributed. There ought preferably to be an institute attached to each district employment office. It should no longer be necessary to pass the client from one institute to another.

The methods employed by the new institutes will be extensively based on activities in the open market in real-life surroundings. Motivation and the involvement of the client in his own evaluation will be stressed - thus encouraging the client to take a greater share of responsibility for his own resettlement.

It is envisaged that the average centre will have four specialist evaluation and guidance teams at its disposal. Each team will consist of two rehabilitation counsellors, an employment officer and a psychologist. The team will follow the individual throughout the period of vocational rehabilitation. Medical and social assistance will also be provided by specialist staff (doctor, nurse, physiotherapist, social worker and rehabilitation counsellors). No centre will have less than two teams and the maximum will be six.

It is also planned to set up a Central Institute of Research and Methods Development. Its main task initially will be personnel development and coordination of the activities of various groups of staff affected by the reform.

15. TRAINING OF REHABILITATION PERSONNEL AT THE UNIVERSITY OF GOTHENBURG

by Gerd Elmfeldt
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Background

Some 300 vocational evaluators are employed at the 31 vocational rehabilitation institutes in Sweden. Their duties consist of determining the ability to work of occupationally handicapped individuals, provision of vocational guidance and preparation and training of the occupationally handicapped for working life and education. These activities go under the joint name of vocational evaluation and work training and are conducted at the vocational rehabilitation institutes, where the supervisor is the manager. Hitherto, the training of rehabilitation personnel has been provided for vocational evaluators and the managers of the vocational rehabilitation institutes. The training nevertheless represents a method which can readily be adapted to suit the needs of different target groups. Bearing this in mind, it is my intention to describe the training of vocational evaluators as an example of how training of rehabilitation personnel can

- be planned
- be organized
- be administered
- be performed
- influence practical activities at the institute
- be continuously developed.

From training need to plan of studies

In 1968, a working group was appointed in order to study the

need of training efforts for vocational evaluators at the Swedish vocational rehabilitation institutes. The group consisted of representatives of the Swedish Labour Market Board, the Swedish Association of County Councils, the Swedish Association of Local Authorities and the trade unions. The proposals drawn up by this working group for further training of these personnel categories were presented in 1972 to the board of the National Swedish Labour Market Board and were subsequently subject to a circulation process. In 1974, the National Association of Swedish County Councils requested the National Swedish Board of Education to devise a course plan. The work on planning the course was started centrally by the National Swedish Board of Education in early 1976 and in October of the same year training courses for rehabilitation personnel started at the Department of Pedagogics at the University of Gothenburg.

In drawing up the curriculum and in making plans for the training, a fundamental concept was to really create some form of training in which experience from practical rehabilitation work could be applied to the training and knowledge gained through the course of training and could enrich the rehabilitation work.

Training courses have thus now been held for nearly three years.

In association with the training, a management group has been appointed, consisting of representatives of the National Swedish Labour Market Board, the National Association of Swedish County Councils, the Swedish National Board of Universities and Colleges and the employees at the vocational rehabilitation institutes. One of the tasks of this group is to ensure that the knowledge and experience gained from the training situation is exploited.

Target group

The training programme is aimed at the roughly 300 vocational evaluators in Sweden. At the present time, an adjusted form of training is also being carried out for the managers of the Swedish vocational rehabilitation institutes, but in my address I am concentrating on the training programme for vocational evaluators.

The vocational evaluators are a heterogeneous group with regard to age, experience and education. They are between 25 and 65 years of age and their educational background ranges from 7 years of primary school to 11 academic (or 220 academic points). They have experience in the field of rehabilitation varying from 3 to 25 years.

Duties of the vocational evaluators

The duties of the vocational evaluators at a vocational rehabilitation institute cover the following principal fields:

1. Analyses - appraisals of abilities to work and prospects of rehabilitation in order to find positive and developable resources together with the individual client.

2. Discussions of an elucidatory nature - i.e. goal-setting discussions, leading group discussions, continuous individual goal-setting discussions and participation in discussions of choice of vocation.

3. Instruction - teaching, i.e. testing and training of the client in theoretical and practical duties at the level adapted to the student, which also requires thorough knowledge of the demands of the labour market in several areas.

4. Team-work - i.e. dissemination of factual and well-based

information to the client and the rest of the team as to how the client functions in the work situation; positive and negative changes which influence the work situation; socio-medical problems arising in the work situation and dissemination of knowledge about the special requirements imposed by working life in different vocational fields.

5. Other working tasks such as responsibility for and planning of departmental work, writing of reports, and participation in development work and method development.

Training goals

The goals of the training of vocational evaluators may be summarized as follows:

- to provide knowledge of the goals and means of social and labour market policies;

- to provide knowledge of the dependence of evaluation and training activities on developments in the labour market;

- to provide familiarity with the fundamental pedagogic principles on which the activities are based;

- to provide insight into the importance of team-work and the demands imposed by the role of a vocational evaluator;

- to provide skills in analysis of client behaviours and individualization of rehabilitation efforts and stimulation of the students to active participation;

- to provide knowledge of social and psychological, intellectual and medical conditions of importance to the rehabilitation;

- to provide knowledge of development trends in education;

and working life, and knowledge of the modalities of vocational guidance;

- to provide a briefing on research and development in this field and knowledge and skills in method development.

Organization and implementation of the training

The training comprises three stages, each with a duration of three weeks. These three-week theoretical periods alternate with periods of two to three months during which the participants work at their regular jobs. Between the two last stages, the course participants carry out an independent special task of a development nature, comprising a minimum of 30 hours. In addition, different working tasks are required to be completed during these intermediate periods. These tasks are documented and discussed during the subsequent stage. Examples of such working tasks are:

- tape-recorded interviews with students for subsequent individual analysis;

- group discussion - brain-storming within the participant's own department for stock-taking of problems and for drawing up a programme of action;

- information efforts in schools, companies etc.

Content of the training

The vocational evaluators participate actively in planning the training and steer the contents thereof both qualitatively and quantitatively towards the main goal of the training. It has been decided to stress during this training fundamental subjects which have not been previously dealt with in this manner in educational concepts and which are also of

importance in the first instance for the vocational-evaluator group. Some of the main areas chosen for treatment are:

- rehabilitation as a pedagogic method
- vocational guidance methodization
- social and labour market knowledge
- conversation and interview methodization
- method development - pedagogic research
- practical experience and knowledge of associated rehabilitation areas
- evaluation and appraisal methodization
- group work methodization
- working life orientation
- teacher training
- technical aids

Training requirements

The training carries ten academic points and for these, exacting demands are imposed on the individual course participant. Both verbal and written reports have to be presented and literature comprising roughly 1,000 pages is included in the training. Some parts of this have been processed and recorded by the course participants themselves.

Working forms

The teaching methods employed are based on principles of activity pedagogics and require a great deal of activity on the part of the individual course participants. Teaching frequently takes place in small groups, but traditional lectures are also held.

Each discussion, each study visit, each information session and each major working area is documented verbally and in writing. During the initial phase, this documentation is pre-

pared in groups of six, subsequently in groups of four and, during the last stage, in groups of two. During the final week of the course, an individual written report is also required from each participant about the week of practical experience included. In addition, each participant is required to complete a special task of development character.

Project work is carried out in each course. The implication of project work is that the participants themselves formulate problem areas of interest and, on the basis thereof, gradually seek for and acquire knowledge. One example of project work is the slide show with accompanying sound track prepared by groups of four during the first two stages of the course. Another example is a study trip to the rehabilitation institute in Heidelberg where the course participants and all head teachers prepared themselves for two months in advance by studying topical subject areas such as German labour market policy, insurance systems, etc. The course formulated the questions to which answers were required in connection with the visit and subsequently a joint report was prepared.

Tutorial team

The major share of the responsibility for these training efforts rests upon a special tutorial team. All the members of this team have experience of vocationally oriented rehabilitation. In addition, teachers from the university and from other parts of the country are called upon as specialist lecturers. Cooperation with the Vocational Rehabilitation Institute of Gothenburg is extensive.

The members of this basic tutorial team are thoroughly familiar with each others' fields, hold continuous tutors days and have the will to successively develop the training in cooperation with the students. This tutorial team has been largely unchanged since commencement of the training in 1976.

Special tasks

Each course participant is required to complete a special task during the training period. On the basis of a problem inventory in the compilation of which both the prospective course participants and their heads have participated, a proposal catalogue has been drawn up of the needs and problems considered from the field as worthwhile investigating. This catalogue is continuously renewed and comprises some eighty ideas. The choice of subject for the special task is free, but is settled in cooperation with the course management and the head of the institute concerned so that the growth of knowledge will be both systematic and accumulative, and also adapted to the specific needs of the home institute.

Up to now, close on 200 special tasks of a development character have been completed under the following headings:

A Cooperation between vocational rehabilitation institutes and other institutions

B Slides and accompanying sound tracks - e.g. information about activities or about an individual department

C Teamwork

D What does the job require and what does it give - the role of the vocational evaluator

E Vocational training in the open market for vocational evaluators

F Evaluation-activity department

G Views on introductory tasks

H The role of the working task and the experience of the participant of different work tests

I Working duties in vocational evaluation and work training

J Working duties at the office

K Theoretical training

L Group working tasks

M Practical training - vocational evaluation and work training programmes

N Physical training - health care - technical aids - back training programmes

O Vocational information on evaluation and training

P Client council activities

Q Secrecy regulations at vocational rehabilitation institutes

R Final recommendation/evaluation forms

S Follow-up problems

Research and development

A grant for method development and research in relation to this training has been awarded by the Swedish National Board of Universities and Colleges.

This has enabled the course management to carry out development work in association with research training in pedagogics at the University of Gothenburg. This has enabled pedagogic theories and practical rehabilitation to be linked together. At the same time, opportunities are provided for coordinating and implementing the development occurring during and through the courses in the form of e.g. special tasks and project tasks.

Idea Bank

The participants in the vocational evaluation and work training courses have held brain-storming sessions from which have emerged proposals for new activities, working tasks and measures within the vocational rehabilitation institutes. The ideas thus put forward have been collated in Gothenburg and will form the basis for a new catalogue with hints about new working duties and new lines of thought in the area of evaluation and training.

During some of the courses, we have collected working tasks from the different institutes. The requirements imposed on these tasks were that they must:

- be stimulating for the clients to work with,
- provide a basis for discussion of choice of occupation and
- be stimulating for the personnel to work with.

These tasks are listed on a notice board, together with details of the person to contact at the vocational rehabilitation institute concerned. A binder containing instructions and other data is also hung from this notice board. It is my hope that future courses will add many new tasks to the list so that in due course, it will enable us to create an idea bank providing inspiration to the institutes.

Under the auspices of the training, brain-storming sessions about new working duties and work content have been held at all Swedish vocational rehabilitation institutes.

The training course as a resource for coordination and development of vocational evaluation and work training activities

A fundamental idea is for the training to have a firm foundation on the home ground.

We have therefore attached considerable importance to the production of working material, compendia, slides and tapes, etc. usable in the participant's own rehabilitation work. Each phase is based on earlier learning and also on the results of earlier courses:

- The course participants contribute knowledge and experience from the field to the training.

- The training is concentrated on the needs and problems experienced in the field.

- The training efforts and the direction of special tasks is based on an inventory of problems in which the future course participants and their managers participate.

- The special tasks of a development nature completed by the course participants are controlled by the course management so that a systematic and cumulative growth of knowledge is created.

- The special tasks are distributed to all 31 vocational rehabilitation institutes in Sweden and are summarized in a publication for vocational rehabilitation (TYRA).

- Discussions conducted as part of the training, ideas, etc. are also reported in TYRA which functions as a means of contact between the training and the vocational rehabilitation institutes.

- Instructional matter in the form of articles, compendia, research reports, etc. is distributed to the vocational rehabilitation institutes.

- Funds provided by the office of the Swedish National Board of Universities and Colleges are at the disposal of the course management for development of models for vocational evaluation and work training.

Concluding remarks

The training is based to a very great extent on activity, involvement and written material prepared in cooperation with the participants. Personally, I am impressed by the intensive efforts devoted by the individual participants to their training, both during course hours and in the afternoons and evenings as well as between the training stages. It is my experience that numerous course participants acquire self-confidence and a familiarity with their own duties as vocational evaluators in a manner which benefits the institute itself to a very great degree. In addition, it has been shown in a special task that roughly half of the special tasks completed are used by others than those who have done the work concerned. This is comparable with Izra Mishan's estimate that every scientific report is read on average by 1.4 persons. I regard this comparison as evidence that the training has to some extent succeeded in linking development with the individual work places at which the problems are encountered.

Personally, I am convinced that this kind of specialist training is very valuable but at the same time, I regard it as essential for all groups active at vocational rehabilitation institutes to be given the opportunity to have some kind of corresponding training. The recently completed manager training can be regarded as an initial step in this direction - a training which should, however, perhaps have been given both before and parallel with the traditional training of rehabilitation personnel. The Nordic Council's working committee for rehabilitation matters has also proposed similar training along the same lines for other occupational groups dealing with rehabilitation such as physiotherapists, employment service officials etc.

While it is self-evident that each group must have its own special and unique professional competence, it should be equally self-evident that the far bigger general specialist

section should be covered, the section shared by all those working at a vocational rehabilitation institute. It is also necessary for such training to be carried out in parallel with specialist training.

In concluding, I would like to stress how important it is in a course of training to exploit the experience, knowledge and involvement which can be found in the field. It is in practical work that the problems exist and it is there that they must be solved. Through training we can provide the personnel at the institutes with the aids and methods needed to solve such problems as arise. By this means, moreover, method development is enabled to proceed actively and committedly at the institutes, something which is absolutely essential if the activities are not to stagnate.

16. IN-PLANT VOCATIONAL REHABILITATION IN NORWAY

by Reidar Danielsen
Labour Director
Head of the Employment Service in Norway

After the Second World War, vocational rehabilitation very soon became necessary in most European countries. In Norway, persons returning from concentration camps and from wartime service with the merchant fleet constituted the majority of the clients. We believed this was a typical post-war activity. The way the work was organised was also influenced by this.

The rehabilitation took place in institutions giving medical treatment, physical training and to some degree vocational guidance and job training.

After the lapse of some ten years, it became obvious that the need for vocational rehabilitation was not only an inheritance of war. Normal day-to-day life hit a surprisingly high number of persons in such a way that they were unable to participate in normal working life, unless they got some kind of assistance. Some, even then, would be unable to continue work.

When this kind of rehabilitation had to be established on a permanent basis, there were no longer the same arguments for combining medical treatment and physical training with the vocational guidance and job training. It seems to be more advantageous to leave the responsibility for the latter with the Employment Service, the same administration given the task of finding suitable jobs for the disabled.

This new division of work took place in the middle of the fifties. The experiences of the Employment Service during the following ten years in integrating the disabled into

normal working life made it quite clear to us that the earlier the rehabilitation efforts start, the better are the results.

In fact, the drop-outs of working life for instance ought to be taken care of before the drop-out takes place. However, in Norway such logical reasoning did not lead up to this new approach that we call in-plant vocational rehabilitation.

In the middle of the sixties, the Employment Service had made some progress as far as the placing of clients in normal jobs was concerned. Contacts had been established expecially with firms of some size in the manufacturing industry. Still there was a long way to go before we could satisfy demands, but we felt we were on the right track.

However, from then on, a new trend gradually became more obvious to the Employment Service. Our contacts in the manufacturing industry were no longer as willing as before to accept our clients. We were told that they had more problems to solve as far as rehabilitation was concerned, more than they could possibly cope with alone. Within their own workforce, they had more partially disabled persons than they had suitable jobs to offer them.

From then on, the picture gradually changed. Instead of industry helping the Employment Service, the process was reversed. Ever more frequently, the Employment Service is being asked to help industry.

As mentioned, experience has already told us that vocational rehabilitation ought to start at the earliest possible stage in the process leading up to some kind of disability. That is to say, as soon as an employee's behaviour begins to indicate difficulties in the performance of a job, it might be useful to investigate the matter.

It will often be difficult to carry through an investigation of this kind,for, to the individual concerned, it may appear

to be some sort of control measure. It should, therefore, not be the sole responsibility of management. Responsibility for the investigation should rest with a committee where colleagues, health and personnel service, production management and Employment Service, as well, should participate. For the Employment Service, the main purpose is to reduce the number of people who, far too early, have to leave their jobs and be compelled to lead an inactive life.

Apart from this, success in in-plant rehabilitation may reduce the workload on the Employment Service or - in other words - increase its capacity. Most of all, however, it is far better for an employee to be able to stay on in his accustomed place of work instead of leaving the job and embarking upon a long and tiresome rehabilitation programme. This may, if successful, end up in placement but probably in another plant and in quite a different job.

In-plant vocational rehabilitation enables firms to help their employees who are gradually losing their working capacity and thus keep them continually employed. In this kind of rehabilitation work, the Employment Service is acting in an advisory capacity but only when the work is well under way.

Apart from the Employment Service, there are a number of public and semi-public institutions operating in fields closely connected with vocational rehabilitation. We have institutes for rehabilitation, sheltered workshops, offices taking care of persons with social problems, the ordinary health service and the social insurance administration. Last, but not least, there is the Labour Inspection whose job it is to see that the labour protection legislation is adhered to.

Most firms, private or public, do not have much experience in dealing with rehabilitation problems. They will therefore benefit from cooperating with the institutions mentioned above. The Employment Service will, as far as possible, help firms to obtain the necessary assistance.

Organisation of in-plant vocational rehabilitation

The Employment Service has drawn up standard guidelines for the organisation of this type of work. These guidelines form a part of a contract between the firm and the Employment Service. It is a condition for assistance from the Employment Service that firms abide by the terms of the contract.

It is imperative that vocational rehabilitation should be a concerted action. A rehabilitation committee should be established with representation from

- the local trades union
- production management
- health service in the firm
- personnel division
- Employment Service.

The employer is responsible for the activities, but the committee is the executive body. The committee should first ensure that a complete survey is made of the health and working ability of all personnel. The survey should give the employees a reasonable opportunity to chart vocational problems or health risks in the job concerned.

Information collected should be related to information from statistics covering attendance, accidents, turnover and regular health control. Where problems seem to arise, possibilitites of rearranging working procedure or equipment, or more generally improving working conditions, should be examined by the committee.

Employees no longer capable of performing their job should be offered

- medical, psychological or social help;
- change of job, coupled with the necessary training;
- part-time work, combined with a reduced pension from the

national social security scheme;
- or, if work is not possible altogether, full pension.

The Employment Service arranges seminars for committees embarking on this job in order to allow for a detailed discussion of the guidelines and the practical work ahead.

Government financial support

Frequently, it is desirable to make changes within a plant to improve working conditions to enable handicapped persons to participate in the work being carried out. From time to time, a separate building or special types of equipment are necessary. To make this possible, or to motivate the firm to make such investments, the Employment Service has recently been given the possibility to render financial support. There are, however, certain conditions to be fulfilled:

1. Vocational rehabilitation in the firm should operate in accordance with the guidelines drawn up by the Employment Service.

2. The rehabilitation committee should have recommended the application for aid.

3. The firm should, if possible, be willing to accept placements of disabled persons from outside.

Most firms, however, do need most of the new opportunities for their own employees. We, therefore, do not expect too much from this last clause in the contracts.

The financial assistance scheme runs as follows: -

- Loans covering up to 50 per cent of investment cost are given for buildings and equipment.

- Loans are free of interest and are not repayable as long as the firm adheres to the guidelines.

- Fifty per cent of the salary for extra instructors and supervisors is paid by the Employment Service.

- There should not be more than one instructor/supervisor per eight disabled employees.

In addition, the Employment Service pays a fixed amount of money for every employee undergoing rehabilitation. The duration of rehabilitation for one employee may not exceed one year.

Experiences so far

The first project of in-plant rehabilitation started around 1970. After two years of operation, an evaluation of results took place. The reports given by the responsible committee indicated results so promising that the Employment Service found it worthwhile continuing and even extending operations.

The capacity for this kind of work within the Employment Service, however, did not increase according to the registered demand. The Employment Service had, therefore, to expand operations very cautiously. During the last couple of years, we have however signed contracts with about 40 different firms, mainly in the manufacturing industry.

According to the standard contract, reports should be sent to the Employment Service at the end of each calendar year. The committee is responsible for the report. So far, we have not had the opportunity of dealing with all reports covering last year, but we have results from 20 of them. They cover firms with a total of about 15,000 employees. Out of this number, 3 per cent were registered for vocational rehabilitation in 1978. In the course of the year,

placements in new, ordinary jobs were found for 45 per cent of them. This is actually what we are aiming at but do not always attain.

Various training schemes were found for 30 per cent of the cases. Some of these obtained a new job in the plant and are thus included in the first group. Others had not finished training at the end of the year.

Eight per cent of the total number of those registered for rehabilitation were referred for external placement by the Employment Service. For 30 per cent, no solutions were found and they were therefore cleared for early pension within the national social security scheme.

These results stem from private firms in the manufacturing industries. Lately, however, sectors of municipal and governmental administration have become interested. New projects in the public administration have started.

Up to now, in-plant vocational rehabilitation has achieved results in plants of some size with specialists in important fields such as health and personnel service and a well-equipped engineering staff to rearrange working places and the like.

However, Norwegian working life is, as in most other countries, dominated by a vast number of smaller units both in manufacturing industries and elsewhere. They have neither the necessary resources nor the variety of jobs available to offer disabled persons new opportunities.

Considerable effort has been put into persuading a certain number of firms to cooperate in this field. Some success has been achieved as far as hiring specialist assistance from outside is concerned. When it comes to placement of employees, the progress has been modest.

There are indications that the Employment Service in the future will have to concentrate its efforts in the field towards small- and medium-sized firms. The larger ones will have to develop the rehabilitation work themselves. Most of them are fully capable of doing so, but newcomers in the field might have difficulties.

General conclusions

1. The last ten years of experience in Norway have made it quite clear to us that the need for vocational rehabilitation cannot be satisfied through sheltered workshops and institutions outside working life alone. The number of persons asking for help still increases. There are numerous reasons for this, but it seems that many of them stem from the fact that the persons in question have been out of work for a considerable time. Today, far too many of them are taken care of by disability pensions under the national social security scheme. This is neither a satisfactory solution for them, nor for society as a whole. To give a picture of the situation, it may be mentioned that about 150,000 people in Norway have, due to disabilities, obtained a pension. This figure corresponds to almost 10 per cent of the total work-force in the country. The majority of this group will soon pass over to old-age pension, but far too many will be inactive for a considerable time.

2. In-plant rehabilitation can only cover the employees who have developed disabilities on the job or in connection with the job. A considerable part of our problem is thus related to persons with no employer. Their disabilities may have been acquired at birth, or before entering working life, through traffic accidents or during work as self-employed (farmers, housewives, etc.).

3. We do not believe we have found the solution to all prob-

lems in vocational rehabilitation. We do hope, however, that we have made some progress through our pattern of in-plant vocational rehabilitation.

4. The efforts to develop better ways and means in all kinds of rehabilitation are more important than ever before. All countries today face future difficulties as far as employment is concerned. We, who are dealing with employment problems, know that structural changes and introduction of new technology tend to make the situation more difficult, especially for disabled persons.

17. THE WORK OF ADJUSTMENT GROUPS

by Margit Sjöberg
Director
County Labour Board of Västmanland, Sweden

My address here today will be on the subject of the particular instrument of labour market policy we commonly call the Adjustment Group.

I intend first to say something about the Act which was passed in 1971 and which brought about the introduction of Adjustment Groups into the Swedish labour market, before going on to discuss the present legislation. And with the legislation as a starting point, I shall then describe the activities, organization, problems and potential of the Adjustment Group scheme.

During the latter part of the 1960s, the Swedish labour market underwent a very rapid structural transformation and elderly workers in particular found it very difficult to retain their jobs or to find new ones on the open market. In 1971, therefore, two Acts were passed which aimed to improve the situation of the elderly employee. The provisions of one of them included a longer period of notice of dismissal for employees over 45 years of age. The other Act gave the labour market authorities the power to collect certain information from the employer about his current workforce. One detail concerned here was the age distribution of his employees. If the proportion of elderly persons employed was low by comparison with the industry as a whole, labour recruitment was to give greater priority to the elderly unemployed. The Acts of 1971 dealt only with older workers but the parties on the labour market were able to agree voluntarily that the handicapped should be treated on the same basis as the elderly with regard to recruitment.

The Acts of 1971 were superseded on 1 July 1974 by the job

security legislation: the Security of Employment Act (SFS 1974:12) and the Promotion of Employment Act (SFS 1974:13). These Acts contain built-in safeguards for the security of both the elderly employees and the occupationally handicapped.

The scope of the Promotion of Employment Act

The Promotion of Employment Act includes regulations aimed at improving the ability of elderly employees and employees with impaired working capacity (occupationally handicapped employees, in other words) to retain or obtain employment in the open labour market. One of the basic ideas incorporated in this Act is that the labour market authorities should consult with employers and trade unions about the measures which may be needed to achieve this end. The Act is based primarily on the principle of voluntary co-operation. But if consultation does not result in agreed solutions, the County Labour Board is empowered to issue instructions to the employer stating which measures he ought to take. If these instructions are disregarded, the County Labour Board must refer the case to the National Labour Board, which can in the last resort direct the employer only to engage such employees as the employment service has referred or approved. If the employer contravenes this directive he renders himself liable to punishment.

In order to translate the Promotion of Employment Act into practice, it was recommended that the experimental Adjustment Groups which had been initiated in 1971 should now be put on a permanent footing. Work in Adjustment Groups is to be seen as a regular part of the work of the Employment Service.

The Adjustment Group as a lever of labour market policy

What is an Adjustment Group?

An Adjustment Group is a working group operating at a place of employment. The places of employment principally concerned are those with at least fifty employees. But Adjustment Groups may also be set up for whole sectors of industry or trade within which places of employment are usually smaller.

The Adjustment Group normally consists of from three to seven persons: representatives of the employer, the employees' trade unions and the employment service. Experts of various kinds such as staff medical officers, nurses, safety engineers and ergonomists may become associate members.

The main tasks of the Adjustment Group are to

- work for a more positive attitude towards the elderly and the occupationally handicapped worker in employment;

- propose measures to facilitate the engagement of elderly and occupationally handicapped workers;

- propose measures to make it easier for elderly and occupationally handicapped workers already in employment to retain their jobs.

The function of the Adjustment Group is advisory, but it may become a decision-making one if the persons in the group have decision-making functions at the place of employment.

The growth of Adjustment Group acitivities

Adjustment Groups started during the 1971/72 budget year. Between 1972 and 1976, the number of groups grew from just over 200 in the first year to more than 5,000.

The total number of Adjustment Groups within the different sectors of industry and commerce may be broken down as follows:

Government sector	800	Adjustment Groups
Local government sector		
- municipalities	300	" "
- counties	200	" "
Private sector	3,700	
(of which 2,500 in industry)		
Total	5,000	Adjustment Groups

The organization of Adjustment Group activities

In June 1976, the Labour Market Board and the parties on the labour market approved a guide for use in work in Adjustment Groups. In February 1978, instructions for organizing adjustment activities were laid down. Both the guide and the instructions make clear the duties and responsiblities of the Central Labour Market Board and the County and District Employment Boards with regard to the work of the groups.

Since 1976, the Labour Market Board has had a working group for adjustment questions. It includes representatives of the main parties on the labour market and of employers in the public sector. The working group was set up in order to afford a clearer view and facilitate planning of the activities of the Adjustment Groups. Its tasks also include the development of methods of work for the Adjustment Groups and the drawing up of guidelines and instructions for the Adjustment Group work of the County Employment Boards. There is also ongoing co-operation with institutions engaged in research on subjects which are of relevance to adjustment activities.

The County Employment Board co-ordinates the work of the Adjustment Groups. Matters relating to the Security of Employment Act and the Promotion of Employment Act are to be taken up regularly at County Employment Board meetings. General

questions concerning the adjustment work are to be dealt with at least once every six months. Where it proves impossible to solve problems on a voluntary basis within the framework of the Adjustment Groups, the County Employment Board has, as provided for by the Promotion of Employment Act, to take up with the parties concerned the question of what further measures are to be taken.

The District Employment Board

Information about the work of the Adjustment Groups is to be given regularly at the meetings of the District Employment Board. The board should comment on how far different sectors of the labour market in the district ought to be able to provide employment for elderly and occupationally handicapped workers.

Tripartite co-operation

The three parties making up the Adjustment Group have different roles, but they share responsibility for the success of the work.

The employer: A certain part of the adjustment work is carried out as it arises as a natural part of the daily work of, for example, supervisors and personnel officers. The employer should ensure that this work is performed in the spirit of the Adjustment Group. Contributions which should be made by the employer include job requirement analyses, clarification of work assignments suitable for elderly and occupationally handicapped workers and suitable relocation proposals. Changes in the size and composition of the workforce, relocations carried out, utilization of technical aids, etc. should be reported regularly in the Adjustment Group.

The Trade Union representatives often have an intimate know-

ledge of the place of employment and its employees, thereby enabling them to take initiative and stimulate action in the Adjustment Group. Trade Union representatives also have the task of following up measures decided upon or suggested by the Adjustment Group. They should also be given the opportunity to relay information about adjustment work to union meetings and conferences.

The Employment Service is usually the driving force in Adjustment Group activities. The service has a duty to disseminate information about the aim of the activities and to work for a better understanding of the employment problems facing the elderly and the occupationally handicapped worker. The service should also concentrate on employment-promoting measures on behalf of the elderly and occupationally handicapped workers who are currently unemployed.

The individual who is the focus of the work of the Adjustment Group should be kept appropriately informed and allowed full insight into how questions personally affecting him or her are being dealt with. The individual must of course also have the right to decline to have his or her situation dealt with by the Adjustment Group. This is particularly important in cases where there are mental or social problems. It is absolutely essential that the person being aided really wants such support.

Results and problems

What practical results of the work of the Adjustment Groups is it possible to report?

There are no statistics as such accounting for the different types of action which have been taken with the assistance of the Adjustment Groups. The information activities of the Labour Market Administration and the labour market organizations in conjunction with the formation and continued train-

ing of the groups has produced a considerable increase in knowledge of how labour market policy measures can be used to help the occupationally handicapped to retain or obtain work. Among the consequences of this has been an increased demand for technical aids for use in employment.

The overall impression given by surveys and assessments of activities carried out to date is that the work varies very widely from group to group.

Some Adjustment Groups are functioning well as far as working on behalf of those already in employment is concerned. It is clear that the recent recession, during which many companies have not been taking on new labour at all, has naturally affected the work of the Adjustment Groups by giving them a more inward-looking orientation within the company. Several Adjustment Groups are working as indicated by the official guidelines both for those already employed and for the recruitment of elderly and handicapped workers. But there are also groups where meetings are infrequent and the scope of activities very limited.

What are some of the most important problems?

Shortage of personnel and other resources has been a great obstacle to the realization by the three collaborating parties of the demands made and expectations held by the Adjustment Groups. It has become apparent that more time and more intensive efforts than originally anticipated were required in order to give stability to the organization of and continuity to the work. A continuous information and training programme for new groups and new group members is also needed. Changing attitudes and opinions, and thus extending the right of the elderly and the handicapped to work and to security in employment, is very much a long-term undertaking.

In its interim report "Work for the Handicapped" (Swedish

Government Official Reports 1978:14), the Commission on Employment proposes action to develop the work of the Adjustment Groups and make them more effective. The Commission confirms that the Adjustment Groups should be the principal instrument for preventing exclusion from the labour market. Referring to its own experimental activity, the Commission states that work in Adjustment Groups will give results if the personnel resources invested are sufficient. It has also been found that occupational health services have an important part to play and the Commission underlines the need for them to work closely with the Adjustment Groups in following up the situation of employees who report sick for long periods. The Commission also recommends an experimental programme involving four County Employment Boards, which should be granted additional resources to enable them to enforce the more coercive paragraphs of the Promotion of Employment Act to better effect. It should be possible to see the Adjustment Groups as the link between the personnel policy of the company and the planning of measures to assist the occupationally handicapped.

Experience at county level

May I conclude my address by saying something about our experience at county level of the activities of the Adjustment Groups. Let me take you to Västmanland, the county where I serve as Director of Employment. This is a county with a population of 260,000, 110,000 of whom are gainfully employed. The county is the most industrialized in Sweden, half of all those at work being employed in industry. Iron and steel, along with engineering, are by far the most important industries.

Altogether, 180 Adjustment Groups have now been formed, which represents a coverage of 90 %. All the groups have been summoned on at least two different occasions to information conferences, at which we have given information about the Promo-

tion of Employment Act and aid offered by labour market policy and discussed the objectives, organization and methods of work of the Adjustment Groups. Today about 50 of the 180 groups are working in accordance with the guidelines which have been laid down. It may sound disappointing that this figure is not higher, but if we look more closely at the fifty groups, we find that they are with the major employers, with those who have a functioning personnel department, with those who have provided occupational health services and at places where there are union representatives who have time to work with adjustment matters; these are the groups which are active. And these active groups cover half of the county's gainfully employed population.

The county is divided into two employment districts. In the larger district, 34 out of 92 groups have held 54 meetings during the first quarter of this year. With the help of the Adjustment Groups, eight (8) persons have been engaged and 102 have been relocated, all of them occupationally handicapped. Five (5) people have received technical aids and five (5) have had special technical aids installed for them at the place of employment.

In February this year, the District Employment Board in the other employment district in the county asked the County Employment Board in writing to invoke the coercive paragraphs of the Promotion of Employment Act against employers in the district who were seeking personnel. At its April meeting, the County Employment Board therefore decided to begin by conferring with one of the major engineering companies in the district as provided for by Section 8 of the Promotion of Employment Act. It is hoped that these discussions will lead to the occupationally handicapped being given the chance to take up a larger proportion of the situations which are vacant.

I can summarize the position in our county by saying that

- the Adjustment Group is an effective means of preventing the exclusion of the occupationally handicapped individual from the labour market, and that

- the Adjustment Group is and can be an even more effective instrument for facilitating the admission of the occupationally handicapped to the labour market.

18. INTRODUCTION TO ADJUSTMENT AND TRAINING COURSES

by Ulla von Meyeren
Expert
National Board of Education[1)]

Within the framework of the Swedish system of labour market training for adults, a special form of courses exists: "Adjustment and Training" (OT for short).

Labour market training (AMU) is essentially vocational training for adults and primarily directed to those who are unemployed or who may become unemployed. Reasons for unemployment are numerous. It might be an enterprise which has to redeploy or reduce its labour force with the result that many people have to be re-trained for new employment. Furthermore, there are people who because of a handicap or industrial injury need education, re-training or adaptive training in order to equip them for a suitable job.

AMU incorporates various kinds of training, but the vocational courses (basic or advanced) predominate. Besides, there are different forms of preparatory courses as the so-called ALU courses, which means "Working Life and Education" - a kind of vocational orientation. The adjustment and training courses are vocational rehabilitation courses intended for certain groups of severely disabled persons.

Labour market training is conducted by the National Board of Education (NBE) in consultation with the National Labour Market Board (AMS). The latter assesses needs, scope and location, recruits course participants and finds jobs for them on completion of training.

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1) At the Symposium this paper was presented by Ms. Ingvor Hörelind, Assistant Director, AMU-Center, Jönköping

The National Board of Education is responsible for the training, draws up curricula, procures facilities, teaching materials and equipment and engages staff. The Board is also in charge of the educational, technical and financial aspects of these activities.

Labour market training is now being conducted in some 50 centres and more than 50 permanent sub-branches throughout the country. The number of curricula in use today is roughly 300, and during 1978 almost 100,000 persons received training under the aegis of the NBP. (The training capacity at any one time is 30,000.) The preparatory vocational courses include the OT courses, i.e. courses for persons with certain handicaps: the partially sighted and blind, the deaf and persons with impaired hearing, persons with physical disabilities, persons with intellectual occupational handicaps and persons with mental occupational handicaps. This year an OT course will be started for a further disability category, namely persons with socio-medical occupational handicaps.

There are at present 23 courses in 19 localities with a total of 734 places. Rather more than 1,600 persons attended a course of this kind 1978. Each course has about 30 participants, except for the course for hearing impaired in Uppsala which has 60 places. During the visit to the Uppsala Centre (the only centre of its kind in Sweden), delegates will see three courses, one for the visually, one for the hearing and one for the intellectually handicapped.

What is an Adjustment and Training Course? What are its aims? The course is designed to serve the following purposes:

- to prepare the trainees for training and work;
- to integrate the participant in active everyday life;
- to teach the participant to live with his handicap;
- to teach the participant to compensate for his handicap;

- to raise the participant's funcional and work capacity to a level enabling him to fend for himself to the greatest possible extent in the home, at work and during his leisure, with or without technical aids;

- to give social stimulus and training in varied surroundings;

- to teach the participant to get to know himself and his personal resources;

- to provide vocational orientation and training, with or without technical working aids;

- to provide supplementary instruction in subjects such as Swedish and mathematics which the participant needs in order to be able to complete further studies or cope with a job;

- to provide supplementary civics instruction, to enable the participant to hold his own in a changing society;

On the other hand, the course is not designed to provide:

- theoretica rehabilitation, care or treatment, which other bodies are mainly responsible for;

- a place for those who have nowhere else to go and for whom everything else has been tried with negative results.

The special characteristics of the OT course are as follows:

1. The course is a part of the total rehabilitation or habilitation of the participant and at the same time part of the vocational rehabilitation process. From this follows that thorough and continuous contacts and cooperation must take place with institutions and organisations dealing with the client at the same time before or after an

adjustment and training course. Rehabilitation means here that we try to reintegrate the participant into active social and economic life and, after assessing his capabilities, provide him with the necessary education and training to attain this goal.

2. The participants are a particularly heterogeneous group with respect to background, knowledge, handicap and qualifications. Many of them are dependent and passive in outlook, having lived in institutions for some time. The first aim of the adjustment and training course will often be to give the participant an identity of his own, to begin to make other demands on him and to help him make contact with others.

3. There are no formal entrance qualifications, nor is there a stipulated achievement level for discharge.

4. The average duration of courses is 42 weeks, but this period can be reduced or extended to suit individual needs.

5. Each participant has his own goal for the course.

6. Participants are encouraged to take some responsibility for their own rehabilitation and evaluation.

7. The subjects studied are quite different from those pursued in conventional training courses. They include, for example, sensory training, social training, home and leisure training, as well as elements of vocational guidance and an introduction to work training.

8. Every effort is made to motivate participants and to give them a realistic view of their potential. This applies both to practical vocational guidance and to such training as activities of daily living and social training.

9. Instruction is completely tailored to the needs of each individual participant.

10. Course content and implementation is very varied and flexible to meet the varying needs of praticipants. (Some are illiterate and others have had university training.)

11. The staff on each course comprising about 30 persons include educational, medical, social, occupational and psychological specialists. They all work together with the participants in various teams. All staff members have educational, therapeutic and rehabilitation duties.

12. The course calls for heavy resources in the form of personnel, facilities and equipment.

13. The provision of technical and working aids and the testing and use of such aids in the course of training play an important part in helping the participants to fend for themselves in everyday practical and social life.

14. The training in all subjects is not considered complete until participants have been introduced and had experience of real life and work situations. This introduction is provided by staff from the course who are also responsible for ensuring that workplaces and housing accommodation are adapted to the needs of the individual course participants.

15. The participant's family is also recognised as an important element in the adjustment and training process. This often calls for home visits by course staff and relatives too are often invited to visit the centre to familiarise them with the aims and objectives of the individualised courses.

16. The exacting nature of the courses and their indivrdua-

lisation calls for great initiative, patience, ingenuity and adaptability on the part of the staff.

Subjects and activities

Before anyone is accepted for a course, he is invited to spend one or two days at the centre. This visit often takes place in company with some relative or hospital or institutional staff. The aim of the visit is to familiarise the participant with the conditions of the course and to give the staff an opportunity of forming an opinion as to whether the course would suit the applicant.

The course begins with an initiation period which is informative, diagnostic and motivating. During this period, a rehabilitation plan is formulated, i.e. the participant and staff discuss how to make best use of the course time and decide on the activities to be followed if the participant is to reach his goal.

The subjects and activities which the course can offer are the following:

psychology
group talk
co-existence
sensory training
communication
orientation about society
training in activities of daily living
aesthetic and spare-time activities
theoretical and practical vocational guidance
ergonomics
physical training
Swedish language
mathematics

study visits
camp school (education at another place).

This is the list of activities which the participant can choose from, subject to his own specific and general needs. Obviously, the subjects differ somewhat from those provided in conventional courses, e.g. activities of daily living, training for leisure time, sensory training, together with vocational guidance and work training.

Instruction is given both individually and in groups of up to four to five participants. The largest possible proportion of training in all subjects takes place out of school in real-life surroundings so as to give the participants a realistic view of their potentialities. This applies both to practical vocational orientation and to such training as activities of daily living and social training. Great importance is attached to the participants being able to fend for themselves to the utmost possible extent in everyday practical and social life. The testing of technical aids and working aids and the use of such aids in the course of training therefore play an important part in these activities, together with training to enable the participants to achieve the greatest possible independence in running their own homes.

Teaching aids and equipment

The equipment provided for the courses is of the most modern type and includes teaching and training aids which help to motivate the participants and help them overcome their limited capacities.

Premises

The adjustment courses are usually located in a labour market

training centre and share common administrative, canteen, physical training and leisure-time services. It is estimated that 1,000 to 1,500 square metres of floor space is required for 30 trainees. Courses located separately outside a centre require much more space, especially those for the blind with all its special activities, e.g. mobility training including use of the long cane, use of special reading aids such as the Optacon, etc.

Accomodation of participants and training in activities of daily living

Many participants attending OT courses live beyond daily travelling distance of the centre and require accomodation. For those who have led a very sheltered life at home or in an institution, accommodation is provided in a hostel adjacent to the centre. This is managed by centre staff and helps boarders to become adjusted to normal daily living.

In other cases, participants live together in apartments helping each other to cope with daily living requirements. The more independent may live alone in an apartment.

Staff

Some 700 professional (23 different professors), administrative and service staff are employed on OT courses. About half the number are teachers.

The Board of Education has planned personnel needs for OT courses on the basis of 30 participants per course. Each course, irrespective of handicap group, has an education officer, psychologist, social worker, remedial gymnast or teacher, leisure-time consultant, occupational therapist, nurse (part-time), medical attention (four hours per week), one teacher of theory, four vocational instructors, one

household teacher, hostel and boarding manager and five to six assistants for daily living activities. A placement officer is attached to each course. Some courses, e.g. for the blind, the deaf and mentally retarded, require additional specialist staff (e.g. braille instructor, sign language interpreter, etc.).

It is most important that this multi-disciplinary staff work together as a team with the participants. The education officer plans, directs and co-ordinates the course activity and also has administrative and educational responsibility.

Staff education and development

The work calls for great flexibility, adaptation and initiative, and all people involved in the course often have to work on unconventional lines.

Newly appointed staff are often given an opportunity of spending a few days at another course centre to learn from more experienced colleagues. For the latter, it is important to provide further training to keep them up-to-date with new developments. This is done through discussion meetings for personnel at the course centres, special courses, conferences, etc. arranged by the Board of Education. Education officers also meet once a year to discuss current questions, coordination, mutual problems, development of methods, policy, etc. and to exchange experiences.

Attendance

Attendance at OT courses is usually high, with almost 90 % occupancy of places. Some courses are in fact overbooked and the demand from county labour boards for additional courses (especially for the mentally handicapped) grows

yearly. As the methods used at the OT courses are applicable to other groups, a pilot activity will start in the present fiscal year for groups socially maladjusted.

There is no fixed date for entry to a course and cases are admitted continuously. It takes about one year before a course is fully developed.

Statistics for the year 1977-78 are as follows:

	Attending courses	Admitted	Discharged
Visually handicapped	347	180	191
Auditory "	106	54	57
Motor "	268	107	130
Intellectually "	433	232	236
Mentally "	125	71	59
Elderly visually "	330	307	306
	1,609	951	979

Costs

Expenditure on OT courses is rather high in relation to other AMU courses. This is due to the fact that training has to be given on individual or small group lines. Staff costs alone account for 70 % of the budget. The average cost per participant week in 1976-77 was 1,635 kronor.

The total expenditure for the fiscal year 1977-78 was 78.4 million kronor, and for 1978-79 the budget is 85 million kronor.

From 1 January 1980, administrative arrangements for the courses will be changed. Based on the Swedish Parliament's decision of 15 March 1979, the OT courses will become part of the new Labour Market Institutes. The State (National Labour Market Board) will take over responsibility from that date. It is not expected, however, that there will be radical changes in the organisation and content of the OT courses.

(iii) Other papers presented at the symposium

19. ILO PROGRAMMES IN THE FIELD OF VOCATIONAL REHABILITATION OF THE DISABLED

by Norman E. Cooper
Chief, Vocational Rehabilitation Section
ILO, Geneva

The vocational reintegration of the disabled through training and employment has been of concern to the ILO since its inception 60 years ago. Last year alone some 64 countries, mainly in the third world, received ILO assistance in this field through the provision of experts, consultants, training fellowships and equipments. Production and sheltered workshops, training and rehabilitation centres for specific and general groups of the disabled were established; training courses and seminars were held, thanks to the generous support of European countries including Poland and Sweden. In addition, we helped formulate rehabilitation legislation, based on the ILO's standard guidelines - ILO Recommendation 99 on Vocational Rehabilitation of the Disabled - in several countries. The whole programme is closely coordinated with the rehabilitation activities of the UN and other specialised agencies (WHO, UNESCO) and with leading international non-governmental organisations.

In most developing countries, with their high levels of unemployment and underemployment, to contemplate placing the disabled in the open labour market is often just a pipe dream - the jobs simply do not exist. Special legislation providing for employment quotas and designating special jobs for the disabled has done little to help relieve the situation as there are so few trained staff to super-ise the legislative provisions and only a small number of large undertakings to which the quota scheme can be applied. Consequently, ILO's main efforts are directed towards employment creation for the disabled in the form of cooperatives (often based on the

Polish pattern), production/sheltered workshops and self-employment schemes. With 90 % of the disabled living in rural areas, we are giving much thought to establishing rural rehabilitation programmes in which proficiency in activities of daily rural living rather than training for a specific trade is the main objective. In some Asian countries, the problem of drug addiction is very serious indeed and several ILO projects are currently concerned with the vocational rehabilitation of drug dependent persons. In all our programmes, the shortage of trained staff is pronounced and we are advocating the development of non-institutionalised facilities and utilising to the full the services of aids, auxiliaries and community development workers.

I suggest that many of the vocational rehabilitation problems we face in the third world and our approach to solving them have meaningful application to European countries, and particularly those experiencing difficult labour market conditions.

In Europe, as in other regions of the world, the number of physically and mentally disabled people is estimated to account for some 10 % of the total population. Despite the increasing attention being paid to disability prevention and safety measures, the number of disabled persons is actually increasing. Accidents in industry, in the home and on the roads add daily to the total of handicapped whilst the growing tempo and pressures of life have resulted in increasing numbers of mentally ill persons. The latter group are said to account for some 30 % of case loads in many European rehabilitation centres, with the added problem of tendency to relapse in many cases.

In the market economy countries of Europe, increased unemployment in recent years has affected the disabled more than any other disadvantaged group with the unemployment rate for disabled persons of working age in some countries now double

that of the ablebodied labour force. There is therefore an urgent need to create new job opportunities for the disabled. Quota and designated employment schemes have not really eased the problem but some comparatively new developments show promise for the future. One such recent development in several European countries is the establishing in large-scale and medium industrial undertakings of sheltered employment "enclaves" which may be defined as a group of severely disabled people working together under special supervision in an otherwise ordinary and undifferentiated working environment.

With limited opportunities to apply selective placement techniques, perhaps increasing attention could be paid by European countries to the "ergonomic" approach to creating employment for the disabled. Sometimes referred to as "rehabilitation engineering" or "vocational adjustment" or "adaptation of jobs for the disabled" it may be said to involve the scientific analysis of work postures, movements, efforts and stresses as well as suggestions for modifications in design that reduce wear and tear of the human organism. This approach is particularly valuable in the case of skilled workers who become handicapped by accident or illness during their working life. If their original job can be adjusted to meet their changed conditions - and this can frequently be achieved by relatively minor adaptations at little expense - the employer retains the workers' accumulated skill and experience; moreover, the disabled person does not suffer the indignity of being relegated to some menial, light job or even worse still - discharged from employment.

In Sweden, you will see how the formation of "Adjustment Groups" (consisting of employer, trade union and employment service representatives) in many undertakings is helping to secure suitable alternative employment for many disabled workers. Similar arrangements are in force in Poland and Norway.

The new concept of vocational training developed by the ILO known as "Modules of Employable Skills" also holds out greater hope of improved employment opportunity for the disabled. Within this concept, ways in which people earn or could earn a living are analysed; combinations of skills and tasks are then grouped into sets or "useful functions". The key to this system and its unique feature is to create completely self-contained training packages (or modular units) around each useful function and limited to the essential skills, knowledge and aptitudes required to perform that useful function. The relevance of this infinitely variable and flexible approach to training and employment of the disabled is obvious, for it allows for the training and reintegration of those severely disabled who can only undertake a limited range of activities.

Here in Poland, the system of cooperatives of the disabled continues to expand, with the Invalids' Cooperative Union now providing employment for some 200,000 disabled persons in industrial and service cooperatives with associated homeworkers' schemes. Other European countries looking for new avenues of rehabilitation employment for their disabled persons can undoubtedly learn much from this innovative and highly effective resettlement programme.

Although the ILO's vocational rehabilitation programme is geared to a large extent to the needs of developing countries, we do not neglect the European scene and an active vocational rehabilitation research programme, in close cooperation with European governmental and non-governmental organisations, is being developed. Recent publications resulting from this research include handbooks on such subjects as vocational rehabilitation of the mentally retarded and the mentally ill, cooperatives for the disabled and a monograph on a production workshop for the disabled. Moreover, European countries are making greater use of the ILO's expanding documentation and information service which embraces all aspects of the vocational rehabilitation pro-

cess and also includes a specialised documentation service (BLINDOC" which provides information on a regular basis on innovative training and employment opportunities for visually impaired persons.

Perhaps, in conclusion, I can leave you with a few leading questions to consider during our subsequent discussions.

1. Are we convinced that quota schemes and similar legislation are an effective means of creating employment opportunities for the disabled, particularly in times of high unemployment?

2. Would it not be more effective for governments to give increasing material and financial support to production workshops, cooperatives for the disabled and offer greater incentives to employers to encourage them to establish "enclaves" and on-the-job training opportunities for the disabled?

3. Can we do more to save the jobs of those who suffer illness or accident through the ergonomic approach?

4. Is there not a case for a simpler delivery of rehabilitation services to cut down the time-consuming and often costly referral process with its consequent communication problems?

5. Are we prone to consider the general issue of rehabilitation in an essentially urban context and overlook the rural problems?

6. Can the effectiveness of existing sheltered employment schemes be improved through centralised administrations for groups of workshops, the introduction of modern management techniques and profitable sub-contract work?

7. Should not more resources be made available for research into the vocational rehabilitation needs of problem

groups such as the mentally ill, mentally retarded, spastics, paraplegics and other very severely disabled persons?

8. What can we do together to mark the occasion of the UN International Year for Disabled Persons?

Finally, I do hope that as a result of this symposium new ideas on vocational rehabilitation and employment creation will be generated and that all of us will return to our respective countries imbued with a new sense of purpose to help the disabled find their rightful place in the world of work.

ANNEX

ILO principles and policies in the field of vocational rehabilitation of the disabled

(1) Field of responsibility

The ILO's field of responsibility in rehabilitation of the disabled covers all vocational aspects of the process. ILO's basic policy of vocational rehabilitation is to be found in an official international instrument - ILO Recommendation No. 99 concerning Vocational Rehabilitation of the Disabled.

(2) Basic principles

It is impossible to lay down a "blueprint" scheme of vocational rehabilitation which would be applicable to all countries. Significantly, ILO Recommendation No. 99 advocates that "vocational rehabilitation services should be adapted to the particular needs and circumstances of each country and should be developed progressively in the light of these needs and circumstances ...". Much of course depends on the level of social and economic development reached by a particular country; the incidence of disability in general and specific disability groups; the state of local knowledge and awareness of needs and possibilities; the pattern of industrial and rural development; the level of unemployment and underemployment; and last but not least the financial, administrative, technical and personnel resources available. These factors govern both the scope and objectives of a vocational rehabilitation programme and determine how it should be planned and organised.

With these important considerations in mind, it is imperative at the earliest stage of planning a vocational rehabilitation programme to define not only the meaning of "vocational rehabilitation" but also the term "disabled person". ILO Recommendation No. 99 provides clear and concise definitions of both terms as follows:

- Vocational rehabilitation means that part of the continuous and co-ordinated process of rehabilitation which involves the provision of those vocational services, e.g. vocational guidance, vocational training and selective placement designed to enable a disabled person to secure and retain suitable employment.

- A disabled person is an individual whose prospects of securing and retaining suitable employment are substantially reduced as a result of physical or mental impairment.

(3) ILO Policy

Again, with the principles and guidelines of ILO Recommendation No. 99 very much in mind, it is the policy of the ILO to recommend that:

- each country decide for itself what its most pressing needs are and what form its initial vocational rehabilitation programme should take, i.e. whether to have a national or regional programme for all disabled or to concentrate on one or two major disability groups; whether vocational guidance, vocational training, special placement services, sheltered employment or a rehabilitation centre are first needed;

- each country's decision in this respect be based on a study of the available statistics of disability and the number, type and characteristics of available services;

- that even if the initial programme is restricted to certain disabled persons only, it be aimed at ultimately providing services for all disabled persons whatever the origin and nature of their disability, and whatever their age, provided they can be prepared for and have reasonable prospects of securing and retaining suitable employment;

- the main objectives of any vocational rehabilitation should

be: to demonstrate and improve the working qualitities of the disabled; to emphasise their abilities and working capacities, not their disabilities; to promote working opportunities for them; to overcome employment discrimination against them - all these factors to be taken into account at the beginning of any programme;

- no matter what the scope of the programme, the greater attention and emphasis must always be placed on the final need for satisfactory placement in employment, i.e. resettlement;

- for each individual disabled person benefiting from it, vocational rehabilitation be considered as one comprehensive and continuous process from the moment of identification as disabled to the time of satisfactory resettlement in employment;

- that any programme of vocational rehabilitation should provide services of vocational assessment and guidance, vocational training and selective placement in open or sheltered employment; and

- that as far as practicable, these special services for the disabled be provided within the framework, and form an integral part of existing vocational guidance, vocational training and placement services.

(4) Scope of ILO technical co-operation activities in the field of vocational rehabilitation

The technical co-operation activities of the ILO in this field can be considered under eight separate headings:

(i) National vocational rehabilitation service

. O expert services provided under this heading are for the purpose of assisting in setting up a vocational rehabilita-

tion programme at the national level to cover all categories of disabled persons. It involves a careful survey and study of the needs of the disabled and the resources available in terms of technical services, qualified personnel and financial backing and inter-departmental methods of co-operation and co-ordination.

(ii) Vocational rehabilitation services for special categories of the disabled

Help given under this heading usually involves the establishment of vocational rehabilitation services for a particular category of disabled persons such as the blind, mentally handicapped, drug dependent persons.

(iii) Pilot vocational rehabilitation centres

This type of project is particularly important to developing countries helping them as it does to create a pilot or demonstration centre which provides a complete range of vocational services for the disabled. Such a centre is often the basis for a future national rehabilitation service and also provides opportunities for training professional staff. ILO assistance could be provided in the organisation, administration and establishment of the services involved, training of the staff concerned, and co-ordination of all the vocational rehabilitation services in and outside the centre.

(iv) Vocational guidance of the disabled

The emphasis in any such programme is on developing a service in which an individual appraisal of each disabled person is combined with realistic advice on employment market opportunitites. The expert would also be responsible for advising on occupational classification, job analysis methods, the technique of matching the worker with the job and job adaptation.

He would also be responsible for training of the necessary personnel.

(v) Vocational training of the disabled

The assistance provided by the ILO in this field may take several forms. In some cases the expert is called on to develop vocational training facilities for the disabled within the framework of a general vocational rehabilitation programme; in others, the vocational training service may be planned specially for one particular category or as part of the services in a comprehensive centre. In all cases, however, the main emphasis is laid on the selection of training courses based on manpower requirements, available jobs and local skill levels.

(vi) Special placement service for the disabled

ILO assistance is much in demand for organising and developing this type of service. Usually the special service is developed within the framework of an existing national employment service, and special placement sections are created in one or more local employment offices. In addition to providing technical advice on the detailed organisation of the placement service, ILO assistance would cover the training of personnel, survey of the labour market and a publicity campaign to convince employers and the general public that disabled workers are good workers.

(vii) Sheltered employment

The ILO is often requested to provide the services of an expert to assist in the development of a sheltered workshop for those severely disabled persons who cannot be employed in the ordinary labour market. In many developing countries, the provision of sheltered employment facilities in production

workshops, cooperatives or through home-bound schemes is often the only way of providing the disabled (even those with minor disabilities) with any work at all. This is particularly relevant when the unemployment and underemployment rate in the country concerned is very high.

(viii) A rural vocational rehabilitation programme

Many countries are recognising the need to extend vocational rehabilitation services to disabled persons living in rural areas. ILO assistance would concentrate on training the disabled in activities of daily rural life and helping them to become self-supporting members of their rural community.

(5) Seminars and training courses

From time to time, the ILO in cooperation with other agencies, governments and multi-bilateral organisations (e.g. DANIDA and SIDA) organises regional or inter-regional seminars and training courses for rehabilitation staff from developing countries on various subjects related to vocational rehabilitation of the disabled. By encouraging the exchange of ideas and experience among the participants themselves and by giving them a good insight into well developed vocational rehabilitation services in other countries, the seminars provide a stimulus for further realistic development of rehabilitation programmes in the individual countries represented.

(6) Research and publications

As a result of studies carried out by the ILO into the various aspects of vocational rehabilitation programmes, the following publications are available:

- Basic principles of vocational rehabilitation of the disabled

- Selective placement of the disabled
- Adaptation of jobs for the disabled
- Vocational assessment and work preparation centres for the disabled
- Glossary on vocational rehabilitation and employment of the disabled
- Cooperatives for the disabled - organisation and development
- Vocational rehabilitation of the mentally retarded
- Vocational rehabilitation of the mentally restored
- Organisation of a production workshop for the disabled
- Documentation - Vocational rehabilitation

(7) Audio-visual material

Two [illegible] mm films are available (for loan only):

(i) "The Umbrella Man" - black and white film of 25 minutes duration which illustrates the origin and functioning of an umbrella factory for disabled workers in Ethiopia (English only).

(ii) "Back to Life" - colour film of 25 minutes duration which illustrates the development of an ILO assisted vocational rehabilitation centre in Colombia. The story of the project is related by the main character in the film - a paraplegic rehabilitee who is successfully brought back to active working life through the services offered at the centre.

- A sound-slide package entitled "Vocational Rehabilitation of the Disabled" is available (for sale only) in English, French and Spanish. It consists of 75 slides with synchronised commentary (13 minutes) and story-board booklet. It describes the aims and purpose of rehabilitation, why it is needed and is useful for staff training and public information purposes.

(8) Documentation and Information Service

This service is based on a vocational rehabilitation library which enables the ILO to deal with the numerous requests for information which are received from member states, rehabilitation professionals, etc. A specialised feature of the Service is ILO BLINDOC which offers a free periodical document, published in collaboration with the World Council for the Welfare of the Blind. Its aim is to publicise innovative approaches to the vocational rehabilitation, training and placement of the visually handicapped throughout the world.

(9) Cooperation with other organisations

A major feature of the ILO's programme of vocational rehabilitation is the extent to which it is developed in cooperation with other international and national organisations concerned with the needs of the disabled. This cooperation has reflected not only the degree of world-wide interest in the subject but also the need for coordination of all aspects of the rehabilitation process - medical, social, educational and vocational - in which public and private agencies concerned have their respective part to play.

The main focal point for programme coordination is the Inter-Agency Group on Disability Prevention and Rehabilitation composed of representatives of the United Nations and specialised agencies (ILO, WHO, UNESCO) as well as representatives of UNICEF, High Commissioner for Refugees and the Council of World Organisations Interested in the Handicapped. This working group meets regularly to discuss current and future programmes and to examine how coordination and cooperation can best be achieved.

Close and cordial working relationships on vocational rehabilitation questions have also been established with leading inter-governmental and non-governmental organisations (such

as the European Economic Community, Rehabilitation International, the World Council for the Welfare of the Blind, the World Federation of the Deaf, the World Rehabilitation Fund, Goodwill Industries International, etc.) as well as important national agencies such as the Polish Invalids' Cooperative Union, the Royal National Institute for the Blind in Great Britain and the US President's Committee on Employment of the Handicapped.

In the immediate future, this closely coordinated and cooperative approach to the development of vocational rehabilitation activity on a global scale will have particular significance as preparatory work to mark the occasion of the United Nations International Year for Disabled Persons (1981) gets underway.

20. ILO APPROACHES AND PROGRAMMES IN COOPERATIVE DEVELOPMENT

by Charles Moore
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I. Introduction

Definition

There is no universally accepted definition of a cooperative. In most countries a definition of co-operatives is found in special "co-operative" legislation under which these institutions are registered and recognised as a particular type of enterprise combining economic and social objectives.

At the international level, however, the ILO, in its Recommendation No. 127 on the Role of Co-operatives in the Economic and Social Development of Developing Countries[1], defines a co-operative as an "association of persons who have voluntarily joined together to achieve a common end through the formation of a democratically controlled organisation, making equitable contributions to the capital required and accepting a fair share of the risks and benefits of the undertaking in which the members actively participate".

Co-operatives have, therefore, developed, in the ILO's view, as tools of self-help for economically and socially weaker groups of a society. They combine two organisational entities: a service-oriented business enterprise and an association of individuals relying on the services it provides. The owners (shareholders) of the co-operative enterprise are also its customers.

According to the needs of the groups involved, the functions

1) Adopted by the International Labour Conference at its 50th session in 1966

of co-operatives can concern an immensely varied range of operations in all branches of economic and social activity, from relatively simple tasks such as joint marketing of a seasonal produce to very complex operations such as freight insurance for oil tankers owned by co-operative wholesale societies. In rural areas of developing countries, co-operatives can - if managed with a reasonable degree of efficiency - meet a wide variety of needs and provide at the same time a framework for the active involvement of their members in development efforts.

II. Scope and fields of activity

Over the years both the scope and the fields of activity of ILO's programme for development of co-operatives have changed considerably. Since 1951 some 75 developing countries have received direct assistance from the ILO. In addition, most developing countries have at one time or another sent participants to inter-regional or regional seminars, courses and meetings on co-operatives organised within the scope of ILO's programme. In spite of efforts to make a comprehensive, intensive programme, the resources available clearly fall short of known needs since at least 270 million individuals are members of co-operatives throughout the Third World. These movements are of recent origin mostly; only a few are playing the role corresponding to the objectives that sponsors of co-operative movements have established.

During the first 30 years, the activities of the ILO in the area of co-operatives were concentrated on collecting and analysing data on co-operative activity, the exchange and dissemination of information and the study of and giving advice on co-operative legislation. In the early 1960s, when the concept of technical assistance to developing countries speeded up, the ILO was the first United Nations agency to implement technical assistance programmes for the

benefit of co-operatives in developing countries. In fact, one could say the ILO's programme of technical assistance for co-operatives started in 1951.

The nature of the ILO's technical assistance programmes in co-operatives has changed emphasis over the years. At the start of the programme, its activities were divided between the main fields of (i) co-operative legislation, institutional education and training; and (ii) assistance to government departments in charge of co-operatives. In recent years, this emphasis has shifted to projects in the field of co-operative management training programmes, structural reforms and the creation of technical and management consultancy services. Some projects have developed into very specific fields such as consumer co-operatives and the establishment of rather sophisticated co-operative wholesale organisations, some even utilising electronic date-processing equipment and other modern management tools and techniques. However, the traditional fields of education and training still form an important part of the ILO programme with a strong tendency, as noted below, towards management subjects and job-oriented training.

The following is intended to give only a brief review of the various aspects of the ILO's programme for assistance to co-operatives in developing countries, with a few references to the content of this programme in selected countries.

III. Objectives

The broad framework of objectives within which the ILO is formulating its policies and approaches and operating its programmes related to co-operative development may be summarised as follows:

- the active involvement of people, especially those with limited resources, in national development efforts;

- the development and utilisation of human resources through co-operatives;

- the wider and more equitable sharing of the benefits of economic and social progress; and

- the improvement of existing incomes and the creation of new job opportunities.

To achieve the above objectives, the ILO's co-operative development programme emphasizes:

- economic organisation, with emphasis laid on developing sound systems of co-operative management in order that co-operatives may be competative business enterprises at the many different levels at which they operate. This requires the build-up of co-operative management services throughout the programme, ranging from the often quite sophisticated - in the face of advanced technology - to the grass-roots approach to provide basic services, organisation and structure in as widely decentralised a form as possible, reaching to the village level, and catering for people of not always very advanced educational standards. The build-up of co-operative management has to be supported by satisfactory systems of accounting, by national co-operative structures and by regional and international collaboration among co-operatives;

- a sound legal framework, including the updating and "modernisation" of co-operative legislation, as it is the basic framework for co-operative activities;

- support services, amongst which the most important are finance (banking, credit, thrift) and marketing and supply. Wherever possible, the promotion of such support services is encouraged through the co-operative institutions themselves in order to develop the self-reliance of co-operative movements; and

- contribution to human resources development, with emphasis laid on the adequate training of co-operative society staff at all levels, backed up by sound personnel policies and improved methods of recruitment. Membership education and training comes under this category as it includes the development of local leaders, the training of board members in order to involve them actively in the running of the co-operatives and the education of the ordinary membership so that, through understanding, they may participate fully in the co-operative activities. These extensive and substantial education and training efforts require a wide variety of education and training material and techniques.

IV. Principal approaches to programme development

The ILO implements its policies and programmes in relation to co-operative development through technical assistance projects and through research and information activities. The overriding consideration is the provision of co-operative education and training through the build-up of institutions, the development of material and techniques and the dissemination of co-operative information.

A. Multidisciplinary project approach

Some examples follow of the larger technical assistance projects in the co-operative field being undertaken by the ILO. These, like the smaller projects, have their main emphasis on co-operative education and training.

1. Management services centres. Aiming at the re-organisation of single-purpose and multi-purpose co-operatives through the introduction of advanced management systems and techniques and the development of management consultancy for consumer co-operatives (India, Kuwait).

2. Comprehensive approach to co-operative development and training needs in accordance with local and national requirements (Ivory-Coast, and with more emphasis on the pilot approach Cameroon); in both cases the establishment of co-operative development centres.

3. The development of a co-operative centre (autonomous) as an effective technical arm in such fields as training, extension, marketing, consumer co-operatives, consultancy (Botswana, Niger, Sri Lanka).

4. The modernisation of co-operative management training programmes and teaching techniques within an existing co-operative education and training system (Indonesia) or through the build-up of such a system at a centre with parallel field education and training programmes (People's Democratic Republic of Yemen, Swaziland, Sudan).

5. Development of co-operative colleges and the application of specialised teaching programmes to the field situation with centralised facilities for formulation of programmes and production of training materials and aids, as well as education and training, management consultancy and demonstration farm. Decentralised programmes for on-the-job-training and member education (Papua New Guinea, the Caribbean region).

6. The build-up of employment opportunities through co-operatives by the promotion of non-farm activities in rural areas and the development of a handicraft centre as a co-operative enterprise (Lesotho, United Arab Emirates).

7. Popular participation and co-operatives aiming at promoting the active involvement of the people in socio-economic and social structures (Peru). Development of workers' consumer co-operatives (Iran).

B. The regional and sub-regional approach

1. Direct and ad hoc assistance to governments and co-operative organisations in the planning of regional and national activities, in solving problems and in education and training programmes through regional advisers (Latin America, Africa, Near and Middle East).

2. The provision of consultancy services and management training on a sub-regional basis, to advise on co-operative development policies, to organise regional training programmes and to encourage regional collaboration and exchange of experiences (Caribbean).

3. Promotion of family planning through co-operatives, especially in education and training programmes (Africa, Asia, Latin America).

4. Co-operative support to the World Food Programme to assist in the effective handling and distribution of food aid and to utilise food aid as a means for the creation of co-operative type institutions for economic and employment creating endeavours.

5. Regional and inter-regional seminars and courses

(a) A programme of series of regional seminars on co-operatives and trade unions was launched in 1967. To date these seminars have covered Africa (English-speaking), Asia, Near and Middle East, Caribbean.

(b) A programme concerning a series of high-level seminars and courses on management of co-operatives (Latin America, Africa, Asia). Seminars on organisation of specific types of co-operatives, e.g. handicapped persons, artisans (Near and Middle East, Asia, Africa).

6. Inter-regional projects

(a) A project for the improvement of materials and techniques for co-operative management training. The project will assist co-operative colleges in English language regions and last for three years.

(b) A programme for development of financial management of co-operatives comprising courses - developing countries, regional and inter-regional study tours as well as high level follow-up consultancy at the country level. Designed for English language countries of Africa, Asia and the Caribbean.

(c) A study tour programme for managers of farmer co-operatives (annually since 1976).

C. Research and information activities

Research and information are regarded as a preliminary for project planning and a support for experts in the field, as well as individuals and organisations benefiting from their assistance. These activities also serve as a means for the continual evaluation of projects for reorientation and follow-up as necessary. Such activities include:

1. The publication of the periodical CO-OPERATIVE INFORMATION (CI) appearing in three languages (French, Spanish, English) at least three times yearly, with a circulation of 6,000 (discontinued as of January 1978).

2. The creation of separate supplements to CO-OPERATIVE INFORMATION and publication in CI of supplements such as:

   (a) a bibliography on co-operation;

   (b) a list of manuals on co-operative education and training institutions;

(c) a directory of the co-operative press;

(d) a directory of co-operative education and training institutions;

(e) periodic updating in CI of the International Directory of Co-operative Organisations (published in 1971) in respect of 64 countries;

(f) a list of co-operative laws, decrees and regulations in force;

(g) a chronology of co-operative events from the beginnings of co-operation up until 1973;

(h) a system of evaluating technical assistance projects;

(i) a collection of co-operative terminology in several languages;

(j) co-operative manuals, principally for education and training purposes.

3. Regular participation in working groups of the co-operative press, and on the co-ordination of co-operative research in developing countries as organised by the International Co-operative Alliance (ICA).

4. The Co-operative Branch of the ILO is undertaking a research project for UNDP on the role of self-help groups in large-scale rural development programmes. Research is planned on development of socio-economic institutions for the rural underprivileged.

V. Dimensions of ILO technical assistance in the co-operative field

As a rule ILO technical assistance projects for co-opera-

tives are formulated in close collaboration between the recipient country and the ILO. A project at country or sub-regional level will usually comprise the following externally financed components:

- one or more experts
- one or more fellowships
- equipment essential for effective use of the human resource input.

The recipient country will make a matching contribution in manpower and other resources.

Country projects will have a duration of a few months to several years and the number of experts provided may vary from one to ten (even more during peak periods). The impact of a project will often depend more on its duration than absolute number of experts assigned. However, the rapid economic development in most developing countries and the increasing complexity of the tasks make it advisable nowadays to assign a team of two or more experts to each project.

During the past few years there has been within the ILO sphere a tendency towards more comprehensive long-term projects of two or more years' duration, employing between two to ten experts at the height of the assistance period. Within these and other projects there is a trend towards increased emphasis on training of staff of the co-operatives, particularly teaching of management skills. Practically all that remains to be done in this field in developing countries is to assist facilities and programmes which have been established and are insufficient to ensure development of co-operative movements on an economic basis. Within the area of training the training of lower and medium managerial staff is a particularly neglected field with resulting inefficiency of operation of the multitude of smaller co-operatives in rural and urban areas.

The present dimension of the ILO programme of technical assistance may be seen from the following figures which reflect the 1978 programme, i.e. ongoing projects at 1 January 1978 and/or approved for implementation in 1978. Seminars and courses are not included.

1. 80 man-years of expert and associate expert services
2. 20 fellowships of one to nine months' duration
3. Various basic equipment

In addition, seven seminars, study tours and courses were organised in 1978 under the auspices of the Co-operative Branch. While most such events are regional (i.e. for participants from one region) some are inter-regional or sub-regional.

Estimated value of total programme delivery in 1978 is US $ 5 million.

VI. Financing of ILO technical assistance programme in the field of co-operatives

The means at the disposal of the ILO for carrying out co-operative technical assistance projects, are four in number, and have changed in their relative importance over the years since inception of this programme. The main source of financing these activities was, until recently, the United Nations Development Programme (UNDP) but currently governments of a growing number of developed countries now make available funds for co-operative development projects, and entrust the implementation of them directly to the ILO. This type of funding is known as multi-bilateral funding and represented slightly less than seventy per cent of funds spent on co-operative projects in 1978. A third source of financing is provided by the developing countries themselves, occasionally when they make arrangement directly with the ILO for the implementation of a technical assistance project.

This is known as a funds-in-trust arrangement. Finally, when resources permit, the ILO itself will finance short-term projects from its own budget and is known as Regular Budget financing. These latter two sources of financing accounted for about ten per cent of such expenditures in 1978.

VII. New trends

The orientation and contents of the ILO co-operative programme changes constantly since we consider it our main task to provide the type of aid required and requested by developing countries at any point in time. Besides adapting the programme to country requests, we endeavour to place emphasis in our plans on:

(a) inter-regional and regional projects designed to provide "on call" technical support to national activities.

Examples of such projects include

(i) training materials and techniques for co-operative management (inter-regional);

(ii) strengthening of inter-cooperative trade relations (regional - Asia);

(iii) regional consultancy for the promotion of co-operatives of handicapped persons (regional - Africa; proposal stage);

(b) assistance to underprivileged groups such as handicapped persons, rural poor, rural and urban consumers, women and youth;

(c) co-operative staff training and member education aiming at greater economic performance by the co-operatives

and increased participation by the members at large in the functioning of their enterprises.

VIII. ILO and co-operatives of the handicapped

From the above, it should be fairly clear that the ILO does not have a specific programme in the field of co-operatives of disabled persons. Rather, the ILO looks upon the co-operative movement as a unified whole regardless of the specific sectors or groups involved, with all sectors and groups having certain common needs and goals. We do give specific assistance when requested and the two Polish seminars held in 1974 and 1977 and the 1978 Iran seminar on the subject of the Organisation of Co-operatives of Disabled Persons are examples of this. Overall, however, the ILO's approach to technical assistance in this area, as in others, is based on a "need" approach, which covers the whole spectrum of the co-operative movement.

21. PREPARATORY WORK FOR THE INTERNATIONAL YEAR FOR DISABLED PERSONS (IYDP)

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At its thirty-first session in 1976, the United Nations General Assembly proclaimed 1981 as the International Year for Disabled Persons with the theme "full participation". At its thirty-second session in 1977, the General Assembly considered proposals for preparatory work contained in the report of the Secretary-General (A/32/288). Among those approved by the Assembly through its resolution 32/133 was the designation of the Centre for Social Development and Humanitarian Affairs as the unit responsible for providing secretariat support for the International Year. The secretariat for the International Year was established within the Centre and took up its activities at the United Nations Office at Geneva in February 1978. The Centre for Social Development and Humanitarian Affairs, through the secretariat for the International Year, was given the following principal tasks:

- to plan and carry out the measures to be taken by the United Nations in the implementation of the objectives of the International Year (as enumerated in General Assembly resolution 31/123);

- to co-ordinate the activities of the United Nations agencies in this regard;

- to assist, within the available resources, Member Governments in the planning of activities at the national level;

- to co-operate with the interested non-governmental organiza-

tions and voluntary groups in matters concerning the International Year.

In 1978, the United Nations suggested to the Governments of its Member States the appointment of an agency or official to liaise with the secretariat for the International Year for Disabled Persons (IYDP) at Geneva in order to facilitate the exchange of information on IYDP matters. Some 40 countries have designated such an agency or official by the end of April 1979 and a number of others have indicated the matter to be under consideration.

The Member States were also urged to establish national IYDP committees to plan a co-ordinated national plan of action for IYDP and follow up its implementation. Only a few countries have so far announced the establishment of such a committee.

Action at the national level

Taking into account the fact that conditions, traditions and both the financial and personnel resources vary very much from country to country, it is not considered possible to recommend a single programme of activities to all countries. Instead, each country should choose its own ways of celebrating the Year, ways that are best suited to each country's conditions, needs and traditions. Also, the interested non-governmental organizations and voluntary groups may adopt their own ways in this regard. The IYDP secretariat has received a great number of proposals and ideas for action within the framework of IYDP. The following ones are given as a few examples of the ideas that Governments of different countries are considering for IYDP:

- strengthening the existing rehabilitation services; inaugurating a new rehabilitation service;

- organization of special meetings or congresses in 1981, a

special day of the disabled or a "rehabilitation week";

- review of existing legislation with a view to improving it;

- opening new employment opportunities to disabled people in the governmental sector in particular;

- promotion of public information campaigns of different kinds including educational programmes in schools about the rights and potentials of disabled persons;

- organization of arts and crafts exhibitions of work by disabled persons;

- sports events, vacation camps and other recreational activities, particularly for handicapped children and youth.

Action at the international level

A number of recommendations for action at the international level was recently adopted by the Advisory Committee for the International Year for Disabled Persons. The Committee is composed of the representatives of the following 23 countries: Algeria, Argentina, Bangladesh, Barbados, Belgium, Byelorussian Soviet Socialist Republic, Canada, German Democratic Republic, India, Kenya, Libyan Arab Jamahiriya, Morocco, Nigeria, Oman, Panama, Philippines, Sweden, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Viet Nam, Yugoslavia and Zaire. It held its first meeting from 19 to 23 March 1979 and as a result of its deliberations the Committee adopted, for submission to the General Assembly, a series of recommendations suggesting that the following action be taken within the framework of IYDP:

- preparation of a draft long-term programme of action in consultation with Member States, specialized agencies of the

United Nations and international non-governmental organizations of and for the disabled; the purpose of the programme would be to help implement the objectives of the IYDP as well as the principles laid down in the Declaration on the Rights of Disabled Persons and, in particular, assist developing countries in this respect;

- organization of a symposium of experts in 1981 on ways and means of promoting technical co-operation in the field of rehabilitation of disabled persons, particularly between developing countries;

- organization of regional meetings, i.e. of officers responsible for national programmes on the prevention of disability and rehabilitation of disabled persons;

- widest possible dissemination of the technical advisory note on disability prevention and rehabilitation prepared by the United Nations Development Programme in 1978;

- adoption by United Nations agencies of the policy of employing more disabled persons in their staffs;

- adoption by the United Nations agencies of the policy of holding their meetings, to the extent possible, where the facilities provided are accessible to all, including users of wheelchairs, the blind and the deaf;

- adoption of measures by which the means of international passenger transport (by air, rail, road or ship) as well as the respective terminal facilities could be rendered accessible to all;

- preparation of series of manuals on eliminating or modifying architectural barriers;

- facilitation of the exchange of experience among countries

in the field of rehabilitation (fellowship holders should include disabled persons);

- encouragement of activities of the organizations of disabled persons to contribute to the promotion of world peace and peaceful relations among States and peoples and encouraging disabled persons to organize themselves all over the world;

- launching a public information campaign to disseminate information on the objectives of IYDP, enlighten the public and heighten its awareness of the rights of disabled persons to participate in and contribute to the economic, social and political life of their societies.

These and other recommendations of the Advisory Committee will be considered by the United Nations General Assembly at its thirty-fourth session in September-December 1979. At that time, representatives of all Member States of the United Nations will have an opportunity of expressing their views on those recommendations and the Assembly is expected to approve the final United Nations IYDP programme.

Specialized agencies

The International Labour Organisation (ILO) is considering to undertake, as a special contribution to IYDP, a study on vocational rehabilitation legislation throughout the world.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) is considering the possibility of including an item on IYDP in the agenda of its General Conference, twenty-first session to take place late 1980.

The World Health Assembly, in its resolution 31.39 of 23 May 1978, has requested the Director-General of the World Health Organization (WHO) "to contribute as extensively as possible

within the approved WHO programme budget to the success of ... the IYDP". In response, an interdivisional steering committee for IYDP has been set up in the WHO secretariat to plan further action.

Non-governmental organizations

The Council of World Organizations Interested in the Handicapped (CWOIH) is preparing a plan to co-ordinate the activities of its member organizations in reference to IYDP, to establish and maintain liaison with respective activities of the United Nations agencies and to develop procedures for participation of disabled persons in IYDP.

International Federation of Disabled Workmen and Civilian Cripples (known as FIMITIC by its French acronym) has decided to hold an international meeting of disabled persons in March 1981 at Geneva.

The Leonard Cheshire Foundation is planning to hold an international conference of Cheshire Homes in June 1981 in London.

The International Organization for Standardization (ISO) has established, in reference to IYDP, a new ISO technical committee on technical aids for disabled persons.

The Rehabilitation International is presently working on a "Charter for the 80's" which will be submitted to the 14th World Congress of Rehabilitation International in June 1980. Its consideration by the World Congress is expected to be a prelude to IYDP and pave way for the particiaption of RI members in IYDP action.

Some Japanese organizations in co-operation with Rehabilitation International are planning an "International Industrial Skills Contest for the Disabled" to take place in October 1981 in Japan.

22. THE COUNCIL OF WORLD ORGANISATIONS INTERESTED IN THE HANDICAPPED

by Anders Arnör
Vice Chairman

The Council of World Organisations Interested in the Handicapped, also known as the CWOIH, was formally established in 1953. Representatives of a small number of non-governmental organisations involved in rehabilitation of disabled persons decided to establish the CWOIH in response to a resolution of the United Nations Economic and Social Council for a co-ordinated international programme on rehabilitation of disabled persons within the United Nations family. During the past 25 years, the CWOIH has grown to its present size representing 38 international non-governmental organisations as full members and seven other organisations as associate members. The range of coverage of the CWOIH is indicated by the interest of its member organisations. There are organisations representing the disabled themselves such as the World Federation of the Deaf, the World Council for the Welfare of the Blind, the International Federation of Multiple Sclerosis Societies and Rehabilitation International. There is one parent organisation - the International League of Societies for the Mentally Handicapped - and also several organisations representing professionals in the field of rehabilitation such as the International Council of Nurses, the World Confederation for Physical Therapy and the World Federation of Occupational Therapists. Finally there are those for which disability is part of a larger set of objectives such as the League of Red Cross Societies, International Union for Child Welfare and the Salvation Army.

The purpose of the Council is:

(a) to assist the United Nations and its specialised agencies

to develop a well-coordinated international programme for the prevention of disability and rehabilitation of the handicapped and to serve as a permanent liaison body to develop co-operation between non-governmental organisations and the United Nations family;

(b) to develop co-operation between the international non-governmental organisations interested in the handicapped and to take common action whenever possible.

To achieve these pruposes, the Council holds at least one plenary meeting every year and maintains co-operation with the appropriate officials of the United Nations and its specialised agencies of which the most important are the Rehabilitation Unit for the Disabled at the United Nations headquarters, the World Health Organisation, UNICEF, UNESCO, International Labour Organisation, the International Social Security Association and the United Nations Development Programme.

These United Nations bodies have, as I mentioned earlier, a means of continuous co-operation through the so-called UN ad hoc Inter-Agency Meeting on the Prevention of Disability and Rehabilitation of the Disabled. To these meetings the Executive Committee of CWOIH is always invited which means that we, from the voluntary organisations, have access to the highest international body of the United Nations family. We can discuss with them policies and priorities; we can take joint actions in matters of common interest and we can, with the help of our national affiliates, influence the delegates to General Assemblies to speak and vote in favour of our action. Each member organisation of the Council, however, is not limited in any way in co-operating itself with United Nations bodies.

At this stage of my presentation, many of you are probably asking what results have the CWOIH achieved. I will give you a few examples. In drafting and obtaining support for the

ILO Recommendation No. 99 on Vocational Rehabilitation of the Disabled which many of you are familiar with, the CWOIH played an important role. This applies also to United Nations Resolution 3447 on the so-called Declaration of the Rights of Disabled Persons and several other resolutions. The Council has also initiated and carried out studies such as Rehabilitation Services for the Blind in Developing Countries, the Present Situation and Trends of Research in the Field of Special Education and now with UNICEF in the ongoing study on the Situation and Needs of Handicapped Children in Selected Developing Countries. We have assisted in recruiting experts in the field of rehabilitation and have submitted several statements, for instance, in employment policies and accessibility to public buildings etc. Finally, I would like to mention that we are now in the planning process for the International Year of Disabled Persons which is to be held in 1981.

Let me finally say that rehabilitation in former days was, and in many developing countries still is, a matter for voluntary organisations. We are happy to note that governments are slowly taking over the responsibility. Of course, in developing societies priority has to be given to many programmes for the welfare of the citizens; rehabilitation is neither expensive nor complicated if adjusted to local circumstances and not concentrated in huge,sophisticated buildings. It can prove inexpensive and, as has been proved by numerous surveys, is always profitable for society.

23. UNESCO AND ITS PROGRAMME OF SPECIAL EDUCATION FOR THE HANDICAPPED

by Nils-Ivar Sundberg
Chief, Special Education Unit
UNESCO Headquarters, Paris

It is a great honour for me, and also a great pleasure, to transmit to all of you attending this European Symposium on "Work for the Disabled - Vocational Rehabilitation and Employment Creation", the greetings of the Director-General of UNESCO and his best wishes for fruitful and conclusive results from the work to be undertaken during the two weeks of this symposium.

Arranging a meeting like this entails a tremendous amount of work, and I wish to express the appreciation of UNESCO to the organisers of the symposium - the Governments of Poland and Sweden in collaboration with the International Labour Office - who have handled the planning of the meeting. They have thus made it possible for participants to meet in Katowice and Sigtuna and learn from the host countries and from each other, through an exchange of ideas and experiences for the benefit of disabled persons in many countries of this continent.

This symposium deals with vocational problems for the disabled. The UNESCO field of competence in the rehabilitation field is the educational one; both fields are needed. Once, when preparing a joint ILO-UNESCO project, we learned of the ILO way of thinking that education adapted to the disabled (or in other words, special education) was a necessary way for a handicapped person to start, in order to benefit fully from vocational rehabilitation activities.

Personally I am particularly pleased to have been afforded

this opportunity to inform you, who are involved in the vocational rehabilitation field, of UNESCO's undertakings in the field of special education of the handicapped. Such education is not an aim in itself; its aim is to help the handicapped student to become integrated into school, the community and the economy of the society in which he/she lives. It forges one link in the long chain of rehabilitation activities.

UNESCO's special education programme

To start with, participants will wish to be acquainted with UNESCO's activities in the field of special education of the handicapped. The background is that, although special education has always been recognized as falling within the field of competence of UNESCO, a comprehensive programme in this field was only drawn up in 1966, when the fourteenth session of the UNESCO General Conference unanimously adopted resolution 1.133, which authorized the Director-General "to develop a programme in special education for handicapped children and young people on the basis of voluntary contributions from Member States", as a basis for future activities of the Organization in this domain. In 1968 a staff member was appointed to be responsible for the programme, which aims at:

- establishing and developing contacts with the United Nations Organization and its Specialized Agencies concerned, as well as with non-governmental organizations (NGOs) working for the handicapped;

- organizing and running world-wide studies needed in each of the several fields of special education, such as education of the blind, the deaf, the mentally- and the motor-handicapped;

- collaborating with Member States, upon their request, through consultants and experts, in planning their activi-

ties and training teachers in this field; providing fellowships for the further development of organization and teacher training; supplying material and equipment to Member States for the establishment of special education resource centres, classes and institutions; and supporting conferences, meetings and training seminars.

Financing the programme

The budget for the programme has been tight. The regular budget for special education activities for all groups of handicapped people for, at that time, 121 Member States, was $ 20,000 for the 1967-1968 biennium. The Director-General was authorized to run the programme on the basis of voluntary contributions from Member States. Most other activities in the Education Sector of UNESCO depend upon the regular budget (higher education, secondary education, educational planning, literacy, etc.).

Voluntary contributions

Voluntary contributions to the programme have been modest. About $ 80,000 have been received over a period of ten years, of which $ 40,000 from Nordic countries, $ 12,000 from the Lee Foundation in Singapore and $ 6,000 from the Sovereign Order of Malta. The only country which has provided an annual contribution is India.

The Director-General renewed the appeal for voluntary contributions in December 1978. The first country to contribute was Bangladesh ($ 1,000), followed by the Netherlands ($ 5,000), which is the total of contributions received, following the renewed appeal, up to mid-May 1979, when this paper was written.

From the voluntary contributions received, UNESCO has been

in a position to collaborate with Costa Rica (Seminar in education of the mentally retarded), Arab Republic of Egypt (fellowship in production of educational equipment), Ethiopia (equipment for teaching the blind), Ghana (fellowships in education of the deaf and in educational planning), Indonesia (fellowship in speech correction), Iran (planning of education of the mentally handicapped), Iraq (training of teachers for the mentally retarded), Liberia (educational equipment for the deaf), Sierra Leone (fellowship in education of the blind), Tanzania (training course for teachers of the blind and fellowships in education of the blind and the deaf) and Venezuela (training of teachers for the mentally handicapped). The contribution from the Lee Foundation was used towards the cost of transport of participants to a regional seminar on education of the mentally retarded in Asia and Oceania.

Regular budget

The costs involved in contact with Member States and Organizations, producing studies and collaboration with Member States are financed under the regular budget. The modest amount of $ 20,000 in 1967-1968 has gradually increased to $ 116,000 for the 1979-1980 biennium. Most of the collaboration with Member States financed from the regular budget comes under the Participation Programme in the Activities of Member States, under which priority has been given to special education activities, in addition to the $ 116,000 mentioned above.

Under the Participation Programme 16 projects in special education were approved during 1973-1974 to a value of $ 82,050; in 1975-1976 22 projects to a value of $ 89,230; and in 1977-1978 19 projects to a value of $ 156,750. The UNESCO input is intended to encourage Member States to develop projects at the national level.

Co-operative action programme

Under this programme UNESCO Coupons or Unum-Cheques are used, which are a form of international cheque or money order issued by UNESCO. Donors purchase them from UNESCO Headquarters in Paris and send them to groups in other countries, which use them for buying books and equipment for approved projects from suppliers in any part of the world. The suppliers send the coupons back to UNESCO to have them converted into their own currency.

UNESCO coupons are being put to good use in Mexico City, where they are contributing towards the purchase of the most modern equipment by the Escuela Normal de Especialización, which promotes the training of teachers for the deaf, the blind and the physically or mentally handicapped. The teachers trained at the college will in turn train others to educate handicapped children throughout Latin America. In Ghana the coupons have enabled the director of the Training College for Teachers of the Deaf to buy group amplifiers and hearing aids from Europe and America.

Projects are also on-going under this Programme in Brazil, Chile, Ethiopia, Iran, Jamaica, Madagascar, Malaysia, Pakistan, Peru, Sudan, Tanzania and Thailand. In addition there is an international project for books for the blind, carried out in collaboration with a non-governmental organization.

United Nations Development Programme (UNDP)

Each developing country disposes of an amount of money (Indicative Planning Figure /IPF/) provided by UNDP for projects in different fields. The Government, in collaboration with UNDP, decides on the priority fields of action to be financed from the IPF.

UNESCO acts as executing agency for educational projects

financed under UNDP. A number of these projects have been carried out in the special education field. For the moment one of these projects is on-going in Hong Kong to standardize the Wechsler Intelligence Scale for children to be used by Cantonese-speaking children in Hong Kong. In Bahrain an institute for handicapped children is under development, in particular for mentally retarded children but also for deaf children. An inter-agency administered International Institute for Rehabilitation in Developing Countries, located in Teheran and financed by Iran and UNDP, has now closed because of the situation in the country.

Funds-in-trust

A donor country can provide funds for a project in another country for UNESCO to execute the project under a funds-in-trust agreement. Such a project is planned for East Africa for the development of educational facilities for the handicapped and the training of their teachers, to be financed by the Government of Sweden. Final approval of this two-year project, amounting to $ 780,000, is expected shortly.

Negotiations are on-going for self-funds-in-trust arrangements for special education projects in two Arab States. In this case UNESCO undertakes the project and the government of the project country meets the costs.

The impact of UNESCO's special education programme

In spite of the modesty of the budget, the fact that the UNESCO special education programme was created has been of considerable importance, since it demonstrates to many Member States of UNESCO that special education of the handicapped is an accepted and recognized form of education.

General principles for special education - advisory meeting

A UNESCO expert meeting was organized in December 1968 to advise the Secretariat on the broad outlines of a long-term UNESCO special education programme.

This meeting stated that all countries in the world need to develop and improve their provisions for special education, for which there is an urgent need. All existing efforts should therefore be encouraged, without waiting for the achievement of ideal plans or progammes.

While stressing activities of an operational nature, UNESCO should continuously attempt to define - within its programme - the field of special education, in order to exemplify it and present the facts to governments in a way that will promote action.

With this in mind, special education is defined as an enriched form of general education, in so far as it makes use of specially trained educational personnel who are aware of the application of methodological advances in education and of technological equipment to offset certain types of handicap.

It must be emphasized that the establishment of special education services is both important and urgent. It would seem that the development of special education can be facilitated by including it within the general educational system, where it can take advantage of the existing educational infrastructure and services.

This re-direction with a community slant and the integration of special education into general educational services in the various countries imply that UNESCO's special education programmes should likewise be integrated into its general educational programmes and that policy in the various Education Sector services (planning, teacher-training, adult education) should follow suit accordingly.

Integration of special education

This approach can be seen in the Report of the Director-General on UNESCO Activities during 1975-1976, where it is stated: "It has become clear that ... special education must be developed as a priority. The aim of action in special education is to promote the integration of handicapped children into the normal education system and this aim can be seen in all UNESCO projects."

Activities - liaison

Since the UNESCO special education programme started contacts have been established and developed with the United Nations, WHO, ILO, UNICEF, UNDP, etc. and with non-governmental organizations working for the handicapped and numbering about 40. Yearly ad hoc inter-agency meetings (between the United Nations and Specialized Agencies concerned) are held on disability prevention and rehabilitation, at which NGOs are represented.

A working group has been established between rehabilitation officers of the United Nations and Agencies and informal meetings with members of this group have been organized. The group usually meets three times a year. Information is then exchanged on future plans, on-going activities and what has already been done. In some projects collaboration between agencies is planned and carried out. The different agencies complement each other. Prevention of handicaps is mainly a WHO concern, education is the UNESCO field of action, ILO follows with vocational rehabilitation and the United Nations takes care of social rehabilitation. This collaboration has functioned very well over the years and NGOs are very much involved in this work.

Non-governmental organizations are represented at inter-agency meetings by CWOIH, which stands for the Council of World

Organizations Interested in the Handicapped. CWOIH is an umbrella organization for 38 NGOs of which about 20 are in official relationship with UNESCO. Through CWOIH, NGOs and their national branches, agencies have an informal channel open to Member States, which has been useful in many cases as a complement to the official channel through the Permanent Delegation or the National Commission for UNESCO, which exist for Member States of UNESCO.

Activites - studies, surveys, documents and publications

A short survey was made in 1968 to obtain from developing countries a list of their needs and an account of projects which might justify international collaboration. This survey was the basis for the choice of projects countries when the programme started.

Another short survey was made in 1968 in selected Member States of training institutions which might be useful for training specialists from developing countries.

A number of UNESCO documents and publications have been produced over the years since 1968 as a guide to Member States and are noted on the list attached as Annex 1. Some additional publications have appeared recently or are under elaboration.

Economic aspects of special education

The study is designed for policy-makers in education and contains studies on Czechoslovakia, New Zealand and USA with an introduction and a summarizing chapter. Its aim is to persuade policy-makers in education that special education pays. It appeared in September 1978 in English, French and Spanish.

Study on terminology used in special education

The publication lists words used in special education with explanations in English, French, Russian and Spanish. A preliminary issue has been distributed for comments. A consultant was contracted for the editing of the final issue. A meeting of experts for the final editing is foreseen to be organized in the International Bureau of Education (IBE), Geneva, during 1979.

Braille as a medium of communication

The study is undertaken in collaboration and under contract with the Swedish Association for the Visually Handicapped. It will deal with the progress made in this field since 1953, particularly regarding equipment and personnel used in the production of Braille, the editing of printed materials to be transcribed into Braille, literary codes, mathematics codes, teaching methods and aspects of instruction, research and international co-operation. It is planned to be printed in 1979.

World Braille Usage

Negotiations are on-going between the World Council for the Welfare of the Blind (WCWB) and UNESCO for the updating of the World Braille Usage, published by UNESCO in 1953. A contribution of $ 25,000 towards the cost of the work to be carried out has been made by Gestetner Ltd. (United Kingdom).

Diagnosis and methods in special education

A volume in the series of Constructive Education, elaborated by Professor W.D. Wall, University of London Institute of Education, in collaboration with the International Bureau of Education (IBE), Geneva, appeared in May 1979.

Activities - collaboration with Member States

From 1968 until May 1979, the following 88 countries have drawn or are drawing on UNESCO's technical co-operation in special education: Afghanistan, Algeria, Argentina, Bahrain, Bangladesh, Barbados, Brazil, Burundi, Cameroon, Central African Republic, Chile, China, Colombia, Costa Rica, Cuba, Cyprus, Czechoslovakia, Dominican Republic, Ecuador, Arab Republic of Egypt, El Salvador, Ethiopia, France, Gabon, Federal Republic of Germany, Ghana, Guatemala, Haiti, Honduras, Hong Kong, Iceland, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Japan, Jordan, Kenya, Republic of Korea, Lebanon, Lesotho, Liberia, Libya, Madagascar, Malawi, Malaysia, Mali, Mauretania, Mexico, Morocco, Nepal, New Zealand, Nicaragua, Niger, Nigeria, Pakistan, Panama, Paraguay, Peru, Philippines, Portugal, Ruanda, Saudi Arabia, Senegal, Sierra Leone, Singapore, Spain, Sri Lanka, Sudan, Sweden, Syria, Tanzania, Thailand, Togo, Tunisia, Turkey, Uganda, United Kingdom, United States of America, Uruguay, Upper Volta, Venezuela, Vietnam, Yemen Arab Republic and Zaire.

The collaboration has consisted in the services and advice of consultants or experts in the planning of educational facilities for the handicapped and in the training of their teachers, fellowships in educational planning and teacher training, contributions towards research in the field of special education and bringing participants to seminars and symposia on special education, educational material and equipment. Some countries have been in collaboration with UNESCO in this field once, others twice or more.

The following is one example of a UNESCO special education project: during the International Book Year (1972) UNESCO wanted to encourage French-speaking African countries, where very little had so far been done in the special education field, to develop special education, in particular for the blind. The establishment of a Braille printing press would not help in an area where practically no education had been

organized for the blind. Influence had to be brought to bear upon decision-makers for the development of special education for the handicapped, including the blind.

A Round Table for influential educational officials had to be organized. and Ivory Coast was invited to host the meeting. The Government of Ivory Coast was in agreement but wanted to have an institution for the blind created in the country to display, before the meeting could be organized. A meeting was therefore organized at UNESCO Headquarters one morning, to which representatives of Ivory Coast, the French Ministry of Co-operation, The World Council for the Welfare of the Blind and Swiss Caritas were invited. The latter agreed to create an institute for the blind in Abidjan, Ivory Coast, and to staff it. Once the school was finalized, the Round Table was organized in Abidjan in April 1977 with participants from French-speaking African countries.

The meeting was successfully held and elaborated and adopted recommendations which were officially submitted by the Director-General of UNESCO to Governments in countries invited to the Round Table. A follow-up mission was undertaken by a UNESCO staff member the following year to discuss with Governments ways of implementing recommendations.

A side effect of the Round Table was that, from the start of the planning of the meeting until it was held, an excellent school for the blind was built in Abidjan and also a new school for the mentally retarded. A school was also established for the deaf children and plans were drawn up for a school for motor-handicapped students. Some of the other countries invited were undoubtedly encouraged to improve their special education facilitier.

A regional seminar on education of mentally retarded children in Asia and Oceania was organized in Sydney, Australia, in July 1978. Recommendations were also elaborated and

adopted by the group at this seminar. These recommendations were then officially submitted to the governments of the countries in the region. Follow-up action will be undertaken to examine what UNESCO could do to improve special education of the mentally retarded in the region.

Member States' approach

Member States have shown an increased interest in collaboration with UNESCO in the special education field and requests for such collaboration are numerous with regard to projects financed from the UNESCO budget. Special education projects financed by UNDP are less frequent.

During meetings with the UNESCO Executive Board and the Education Commission of the General Conference in 1978, more than 50 % of the delegates spoke in favour of the strengthening of the UNESCO special education programme to give the programme the possibility of collaborating effectively with Member States in the special education field.

Among several Draft Resolutions submitted to the latest General Conference one recommended a substantial increase and strenthening of the special education programme as from 1981. An expert meeting, foreseen to be held in 1980, to deal with early detection in particular, had to be held earlier and converted into an advisory meeting to draw up recommendations for UNESCO activities in special education from 1981 to 1990.

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Unesco Publications on Special Education

Unesco has brought out the following publications and documents within the field of special education. Some of them are distributed free of charge from the Unesco Secretariat, Place de Fontenoy, 75700 Paris, and some are on sale at the national distributors of Unesco publications.

	Language	Price
International Directories of Education: Special Education Unesco 1969 (ED.68/XV.5/AF), 144 pp., listing ministries, departments, special services and institutions, in 65 countries, and international and national organizations in the field of special education.	En/Fr 1)	FF 2) 15,00
Expert meeting on special education, Unesco, Paris, 5-7 December 1968. Report of the meeting Unesco 1969 (ED/ED/SCH/2), 8 pp.. Recommendations regarding the broad outlines of a long-term Unesco special education programme.	En Fr	Free
Study of the Legislation Concerning the Special Education of Handicapped Children and Young People Paris 1969 (ED/ED/8), 74 pp.. The study is based on the replies of 30 countries to a questionnaire prepared by the Unesco Secretariat.	En Fr	Free
Study of the Present Situation of Special Education Paris 1970, 1971 (ED/ED/16), 168 pp.. This comparative study provides data collected from 38 countries concerning various aspects of special education.	En Fr	Free
Bulletin of the International Bureau of Education. Special Education Unesco 1970 (IBE Bulletin 175/176), 246 pp.. A selective and analytical bibliography on special education.	En 3) Fr 3)	Per copy: FF 4,50
Education for handicapped children? Unesco 1970 (ED.69/D.48/A), 80 pp., an illustrated booklet, designed to help the reader to understand the situation of the handicapped child better.	En 3) Fr 3)	Free
The present situation and trends of research in the field of special education Unesco 1973 (ISBN 92-3-101106-9), 306 pp.. The book contains four studies: Sweden and other Scandinavian countries; Union of Soviet Socialist Republics; United States of America; and Uruguay, with an introduction and a summarizing chapter.	En Fr	FF 28,00

1) En = English
Es = Spanish (Espagnol)
Fr = French (Français)

2) FF = French Francs

3) out of print

	Language	Price
Education and mental health Unesco:IBE 1973 (IBE Bulletin 188/189), 196 pp.. Select bibliography.	En [3] Fr [3]	Per copy: FF 9,50
They call us handicapped Unesco 1974, special issue of Unesco Courier, March 1974, 36 pp., published in 15 languages.	15 [3]	Per copy: FF 2,40
Case studies in special education Unesco 1974 (IBEM 92-3-101145-6), 195 pp., containing four studies: Cuba, Japan, Kenya and Sweden, with an introduction and a comparing chapter.	En Es Fr	FF 24,00
Special education statistics Unesco 1974 (CSE-S-8), 126 pp.. Provides statistical data on special education in 123 countries.	En/Fr	Free
Expert meeting on education of the deaf, Unesco, Paris, 30 September - 4 October 1974. Report of the meeting. Unesco, 1974 (ED-74/CONF.645/17). Recommendations on curricula and methods, training of teachers, language development and communication, detection of deaf children and guidance of their parents and integration of the deaf into school and society.	En Es Fr	Free
Sport for the physically handicapped Unesco 1976 (IBEM 92-3-101379-3), 53 pp.. The booklet will facilitate the adjustment process for the physically handicapped.	En Es Fr	Free
Integration of technical and vocational education into special education Unesco 1977 (IBEM 92-3-101 436-2), 220 pp., containing four studies: Austria, Colombia, Iran and Tunisia, with an introduction and a comparing chapter.	En Es Fr	FF 36,00
International Round Table on the theme "How the Handicapped are Presented to the General Public", Unesco, Paris, 3 June 1977. Final report. Unesco 1977 (OPI-77/MS/10), 18 pp.. Summary of a day of reflection in which eleven countries participated.	En Fr	Free
Annex to final report on the above International Round Table Unesco 1978 (OPI-78/MS/1), 77 pp.. Texts of the speeches delivered.	En/Fr	Free

If documentation is ordered from this list, please

- mark the language preferred for each publication;
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